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## ISSUES REPORT

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**ISSUES REPORT**

**for the**

**SOUTH BAYSHORE STUDY AREA**

**November 1987**





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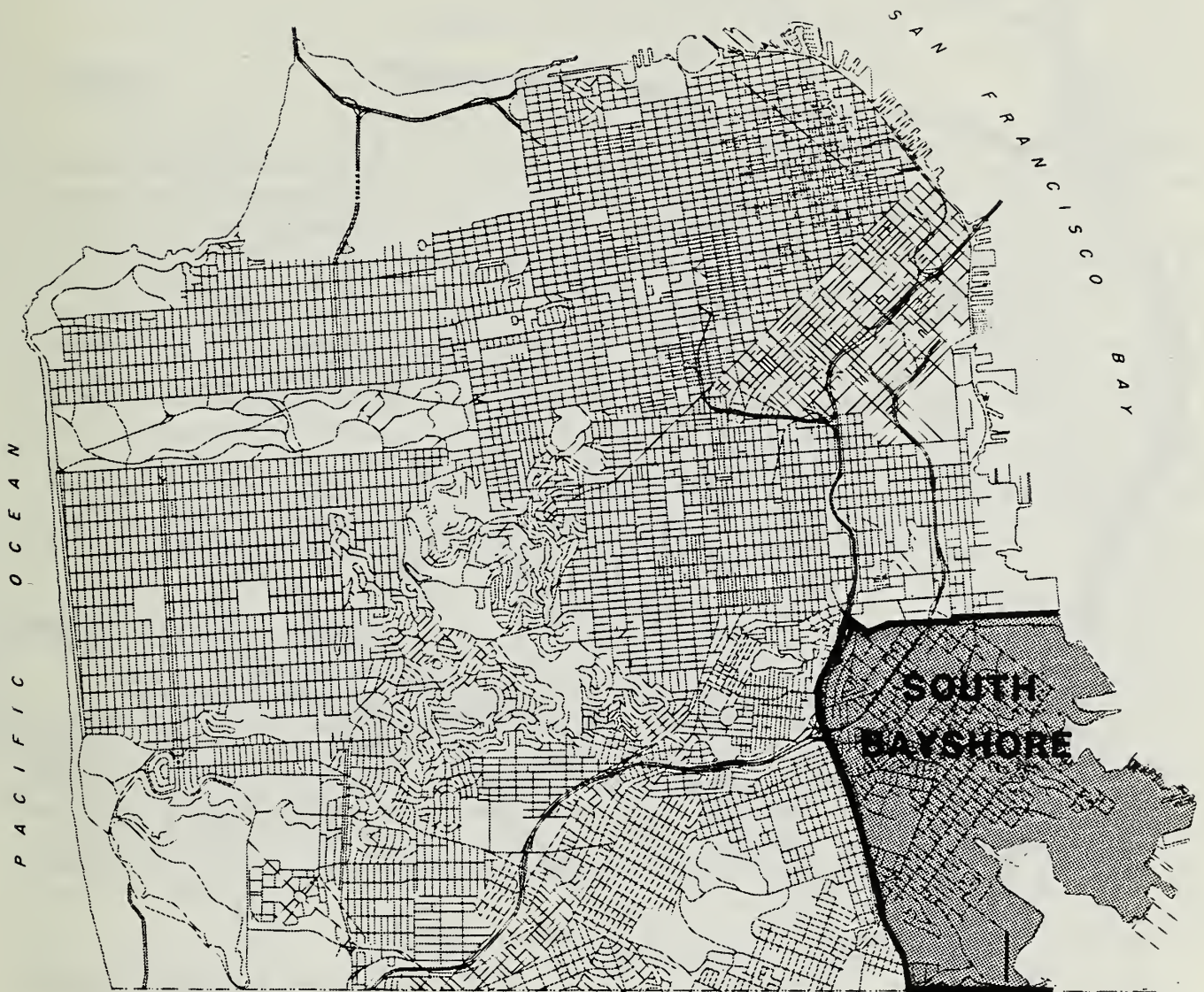
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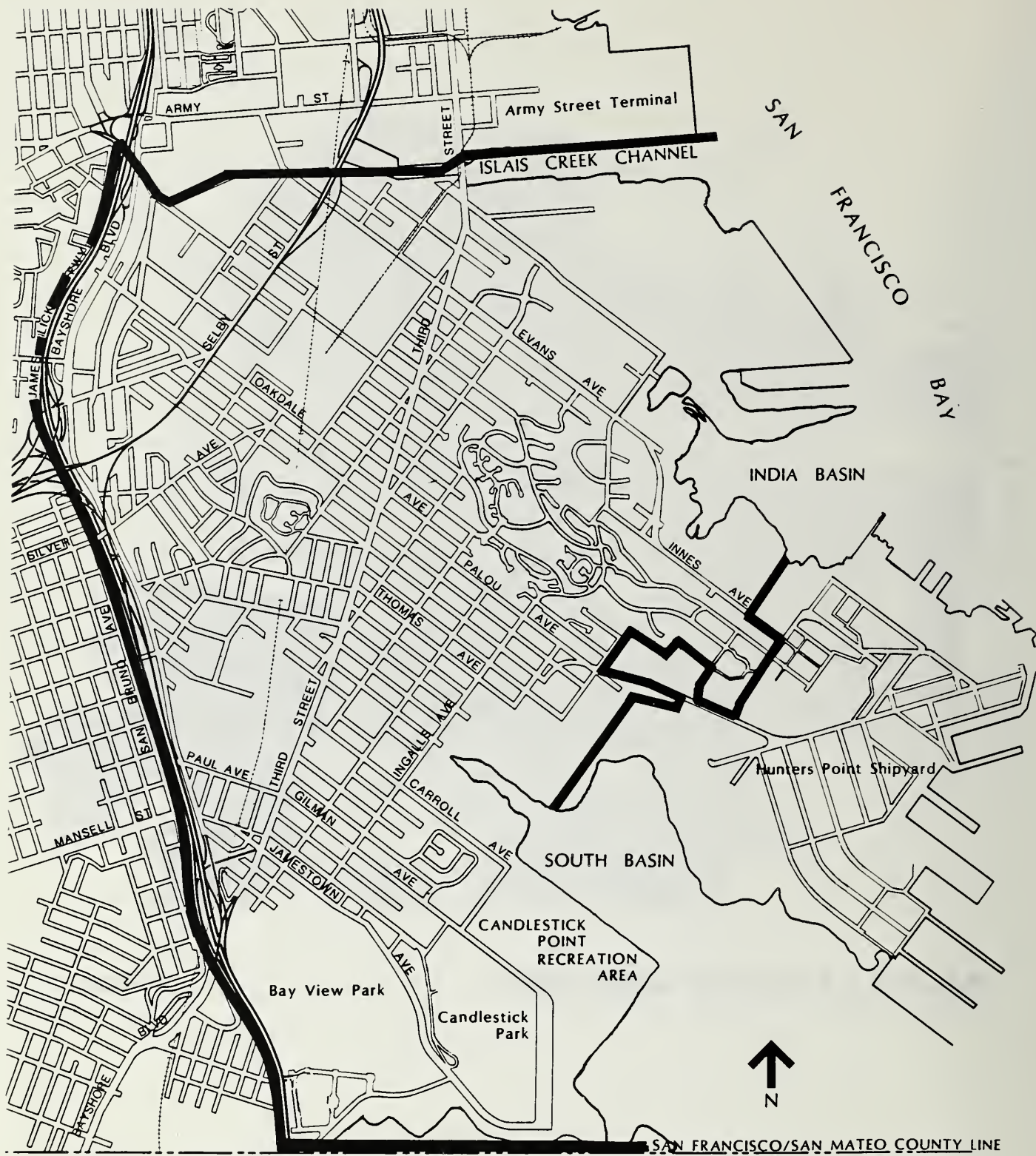




**SOUTH BAYSHORE AREA MAP**

**Figure 1**





**South Bayshore Study Area**

**Figure 2**

**Study Area Boundary Line**



## **I. INTRODUCTION**

### **PURPOSE**

The purpose of this report is to provide a factual basis for understanding the South Bayshore district of San Francisco. It is the first step toward preparing a comprehensive area plan for conserving and revitalizing the district. South Bayshore covers the southeastern section of the city from Islais Creek to the San Francisco-San Mateo County Line and from the James Lick Freeway to the bay line. It appears to be facing major pressure for residential and industrial growth as it approaches the coming decade. This growth pressure could present both challenges and opportunities. Yet it has been close to twenty years since the last comprehensive plan for South Bayshore was prepared. By presenting a factual description and analysis of the developmental issues currently facing South Bayshore, this report seeks to stimulate discussion and ideas both within and without the South Bayshore and thereby provide a basis for developing overall policies and program strategies that enable the South Bayshore community and the City as a whole to best deal with issues that could well take it into the twenty-first century.

### **ORGANIZATION OF REPORT**

This issues report is organized into three chapters. The first chapter presents background on the comprehensive planning study effort. The second chapter presents demographic, social, and economic information on South Bayshore and a discussion of overall issues. The third chapter presents information and a discussion of specific development issues according to each element of the Master Plan: Land Use, Transportation, Housing, Commerce, Industry, Urban Design, Community Facilities, Community Safety, and Recreation and Open Space.

### **WORK PROGRAM AND PROCESS**

Impetus for the present study grew out of concerns expressed by the South Bayshore community, particularly the New Bayview Committee and the Mayor's Third Street Task Force, to the Mayor and other city officials regarding various problems the district was facing: physical deterioration and social problems along the Third Street commercial strip, the increasing number of warehouses being built near residential and commercial areas, the impact of truck traffic from industrial areas on residential and commercial properties, and other issues. In response to these concerns, the Mayor's Office agreed to move forward with a program that addresses conservation and potential revitalization of the South Bayshore community.

In a memorandum dated February 24, 1987, from the Directors of the Department of City Planning (DCP), the Redevelopment Agency (SFRA), and the Mayor's Office of Housing and Economic Development (MOHED) to the New Bayview

Committee and the Mayor's Third Street Task Force, the City agreed to prepare a development program for the South Bayshore area and presented a draft of a 12-15 month work program for carrying out the comprehensive planning activities necessary to implementing a development program. In response to this memorandum, staff from the above departments met with the New Bayview Committee to finalize the work program and develop appropriate arrangements for facilitating citizen input.

A copy of the memorandum and finalized work program is included in Appendix C. Essentially it outlines a schedule of tasks that run from April 1, 1987 through August 31, 1988. These tasks are divided into two general phases: research and analysis and plan development. This issues report represents the culmination of the research and analysis phase. Responses to it will form the basis for entering the plan development phase, when goals and policies and overall implementation strategies will be developed.

The New Bayview Committee serves as the primary citizen participation entity on comprehensive planning activities for South Bayshore. As an umbrella organization, it draws upon representation from most public and private associations and neighborhood organizations in the district. The concerns of the Third Street Task Force, most of whose membership is represented on the New Bayview Committee, are essentially being met through the liaison that City staff has established with the New Bayview Committee. Since the inception of the work program in April 1987, City staff has met regularly with the New Bayview Committee and its subcommittees on comprehensive planning activities. The CD Subcommittee of the New Bayview Committee is the primary body interfacing citizens with city staff on the technical aspects of the comprehensive planning effort. This key subcommittee organized other subcommittees corresponding to each element of the comprehensive plan so that citizens with concerns in a given subject area could be in touch with the City staff responsible for that area on an ongoing basis.

City staff also meets frequently with other organizations and individuals from the South Bayshore community. It attends monthly meetings and provides ongoing liaison to the Bayview Merchants Association and the Executive Park Advisory Committee and maintains communication with other organizations in the area. In addition, it has met as requested with countless individuals -- residents, merchants, property owners -- from the South Bayshore community to deal with both comprehensive planning activities and current issues.



## II. OVERVIEW

South Bayshore assumed its present-day character as a built-up residential and industrial area largely as a result of the industrial expansion that occurred at the Hunters Point Naval Shipyard during World War II. The seeds to its current issues and how these issues will be shaped over the coming decade are to be found in the land use pattern and social, demographic, and economic characteristics that it inherited after World War II. Accordingly, this section traces the post war evolution of South Bayshore in order to provide a general context for the specific issue reports on South Bayshore. This section is organized into the following subsections: a brief discussion on historical background and recent trends; a description of existing conditions, and a review of future growth trends. It ends with a summary of the overall developmental issues facing South Bayshore.

### HISTORICAL BACKGROUND AND RECENT TRENDS

Prior to World War II South Bayshore was semi-rural district with some farmlands, a small resident population, and a concentration of noxious and unattractive heavy industries such as junkyards, slaughterhouses, and other facilities associated with the meat-processing industry. In 1940, although it comprised 13 percent of the city's land area, it held only 2 percent of the city's population. It was, and to some extent still is, isolated from the rest of the city. Much of this is due to the fact that urban growth in San Francisco has proceeded in a westward direction toward the ocean and largely bypassed the area south of Mission Bay where South Bayshore is located. Some isolation is also due to physical topography which gives South Bayshore a sense of enclosure and seclusion. Potrero Hill tends to insulate it on the north; Bernal Heights and the hills of McLaren Park do so on the west, and Bayshore Hill tends to insulate it on the west. The James Lick Freeway that forms the western boundary of South Bayshore reinforces this physical seclusion.

Hunters Point shipyard provided the primary stimulus for the growth that has given South Bayshore its built-up industrial and residential character. The shipyard was purchased by the United States government from the Bethlehem Steel Company in 1940 for use as a repair base for naval vessels. A year later, following the declaration of the war, the Navy began a period of rapid expansion at the site for military purposes and thereby attracted a large work force and residential population into the district. The original shipyard site purchased by the U.S. government was 50 acres. By the end of the war the Navy had expanded the site to 500 acres and had constructed most of the facilities that currently exist on the site. The size of the work force grew to as many as 18,500 workers during the peak of the war effort, and the size of the resident population, which had been 14,011 in 1940, grew to over 50,000 people by the 1950 census.

The table below gives a statistical illustration of the population growth

of South Bayshore from 1940 to the present decade. Between 1950 and 1960, when the census boundaries for South Bayshore covered a larger area than they have since the 1960 census, the population more than tripled from 14,011 to over 50,000. It is during this decade that South Bayshore began to take on its present land use pattern and demographic characteristics.

## LAND USE PATTERN

Prior to the current study, the most extensive study on South Bayshore was the 1969 South Bayshore Study which provides the background data and rationale for existing Master Plan policies in the district. The overall land use patterns revealed in that study still hold true today. There are approximately 3000 acres in the district. Excluding streets and highways and tideland areas under water, the net buildable area is slightly over 2000 acres. Of this total, more than half is in industrial use. This includes over 300 acres in predominantly private industrial use; 71 acres accommodating Port of San Francisco facilities at the South Terminal; and 515 acres accommodating the Hunters Point Naval Shipyard. Over one fourth of the hard land in the district, about 700 acres, is devoted to residential and related uses. This includes 400 acres in private housing, close to 100 acres in public housing, and over 75 acres in schools, institutions, and neighborhood open space and recreational facilities. Major recreational facilities in the district include Candlestick Park which occupies 78 acres and the Candlestick Point State Recreational Area which occupies 155 acres. Commercial uses occupy about 25 acres, including the neighborhood-serving uses along Third Street and the more regional oriented uses along Bayshore Boulevard.

Many parts of the South Bayshore have a semi-developed character which makes it difficult to determine the specific land use. A small church building may exist in the middle of a large tract of vacant industrially zoned land. A metal storage yard with no building cover may gradually merge into a railway easement or into shoreline lots submerged under water. The land use survey conducted for this study suggests that over 160 acres are in this semi-developed state of this total, approximately 90 acres consist of hard land that appears suitable for development, 45 acres appear to be easements for utilities and railway lines, and 27 acres consist of submerged lots.

Within this general land use pattern, many physical and economic improvements have occurred over the past two decades; at the same time many of the social and economic problems affecting the residential neighborhoods and its supporting commercial uses have remained the same and in some cases have worsened. By and large, South Bayshore is losing its reputation and image as the 'dumping grounds' of San Francisco. Most of the old meat processing, auto wrecking and other heavy industrial facilities that contributed to this image have been cleared or relocated, largely as a part of the India Basin redevelopment project, and replaced with attractive and modern industrial buildings in a park-like setting.



TABLE 1  
POPULATION CHARACTERISTICS, SOUTH BAYSHORE AND SAN FRANCISCO  
(1940-80)

	1940	1950	1960	1970	1980
<b><u>SOUTH BAYSHORE</u></b>					
Population	14,011 (100.0)	56,508 (100.0)	37,672 (100.0)	28,470 (100.0)	21,569 (100.0)
White	13,868 (98.9)	42,663 (75.5)	18,120 (48.1)	3,779 (13.3)	3,147 (14.6)
Black	7* (0.06)	12,207 (21.6)	17,553 (46.6)	20,464 (71.9)	15,769 (73.1)
Other		1,638 (2.9)	1,989 (5.3)	4,227 (14.8)	2,653 (12.3)
Average Household Size	NA	4.4	3.35	3.36	3.01
Median Family Income	NA	\$2,129	\$5,454	\$7,500	\$16,204
Owner Occupied Housing (%)	NA	59.8	39.8	47.1	56.8
<b><u>SAN FRANCISCO</u></b>					
Population	634,536 (100.0)	775,357 (100.0)	740,316 (100.0)	715,674 (100.0)	678,974 (100.0)
White	602,175 (94.9)	693,945 (89.5)	604,098 (81.6)	510,991 (71.4)	395,081 (58.19)
Black	22,361* (5.1)	43,453 (5.6)	73,291 (9.9)	95,900 (13.4)	86,414 (12.7)
Other		37,959 (4.9)	62,927 (8.5)	108,783 (15.2)	197,479 (29.1)
Average Household Size	2.8	2.7	2.4	2.3	2.2
Median Family Income	NA	\$3,009	\$6,770	\$10,503	\$20,911
Owner Occupied Housing (%)	NA	35.6	28.9	32.9	31.8

SOURCES: The Population of San Francisco, A Half Century of Change, 1900-1950, Department of City Planning (March 1954); and U.S. Census, 1960-1980

\* Refers to "Non-White" as used in the 1940 census. The 1940 census does not include specific ethnic categories.

TABLE 2  
SOUTH BAYSHORE  
OVERALL LAND USE by GROSS ACREAGE

<u>RESIDENTIAL/COMMERCIAL</u>	<u>ACRES</u>
Private Housing	403
Public Housing	89
Neighborhood/District Commercial	25
Schools/Open Space/Institutional	81
Executive Park	71
<hr/> Sub-Total	<hr/> 669
 <u>MAJOR RECREATIONAL FACILITIES</u>	
Candlestick Park Stadium	78
State Recreational Area	155
<hr/> Sub-Total	<hr/> 233
 <u>INDUSTRIAL</u>	
Improved (In active use; with building cover)	248
Unimproved (In active use; without building cover)	93
Hunters Point Naval Shipyard (Dry land)	515
Hunters Point Naval Shipyard (Submerged land)	443
South Terminal (Port of San Francisco)	71
<hr/> Sub-Total	<hr/> 1,370
 <u>VACANT LAND</u>	
Hard Parcels	93
Submerged Parcels	27
<hr/> Sub-Total	<hr/> 120
 <u>OTHER</u>	
Streets and Highways	793
Utilities, Public Right-of-Ways, etc.	45
<hr/> Sub-Total	<hr/> 838
 GRAND TOTAL	 3,230

SOURCE: Department of City Planning Land Use Survey (July 1987)

Similar changes have taken place at the top of Hunters Point Hill. For some time the Hill was occupied almost exclusively by a large concentration of temporary war housing that had been converted into public housing. The Hunters Point redevelopment project, initiated in 1969, cleared much of this old war housing and replaced it with new housing that includes a mixture of market-rate and low- and moderate-income units. This new housing is supported with such facilities as childcare centers, parkland, an elementary school, and a proposed neighborhood shopping center.

These changes have done much to alter the physical face of South Bayshore. While the heavy industrial character persists, and while the area still lacks coherence and does not provide the kind of dynamic and exciting urban experience offered elsewhere in San Francisco; nevertheless, a new physical face and a new activity pattern is emerging. The following section looks at the demographic, social, and economic characteristics underlying this new pattern, with specific focus on the characteristics of the black population, which forms a majority of the South Bayshore population.

### POPULATION, SOCIAL, AND ECONOMIC CHARACTERISTICS

By and large, this section relies on data from the 1980 census. Although the 1980 census is nearly ten years old, it is the most valid and comprehensive data source available. Moreover, since much of this section involves a comparison between characteristics of South Bayshore and those of the city as a whole, the census provides a consistent basis for such comparisons. When more current data exist on a specific characteristic, e.g. school enrollment, housing counts, etc., such data are used to refine the analyses made from 1980 census statistics.

In broad outline, shifts in the overall size of the South Bayshore population have paralleled shifts in the overall size of the city's population. Between 1960 and 1980 both experienced a decline in population, and since 1980 both have experienced an increase in population. The period of decline, however, was much sharper in South Bayshore. Population there declined by rates approaching 25 percent each decade between 1960 and 1980, while the population for the city declined by rates of only 3 percent to 5 percent. The sharper reduction in South Bayshore's population can probably be attributed to the demolition of the old war housing in the area during this period. Since 1980, as more new housing is constructed, the population has been increasing. According to Department of City Planning and State of California data, as of July 1987, the total population of South Bayshore is estimated at 23,330, while that of the city's total has moved up to 742,700.

The racial composition of the South Bayshore population differs from the city's as a whole in that it is predominantly black. Between 1970 and 1980, the black population decreased in absolute terms, but increased in percentage terms. The total number of blacks dropped by 4,095 persons, yet the black percentage of the total population increased from 71.9 percent to 73.1 percent. Though fewer blacks lived in South Bayshore by 1980, the number of white and other racial groups also decreased.



It is difficult to assess what changes in the racial composition of the South Bayshore population have occurred since the 1980 census. Data available since 1980 gives mixed signals. A scientifically-oriented household survey conducted in 1985 by David Bradwell and Associates in connection with a market feasibility study for Hunters Point Community Plaza indicates that in 1985 blacks were 80 percent of the total South Bayshore population. This survey would suggest that the black population has grown in absolute and percentage terms since 1980. Yet data compiled by San Francisco Public Schools on the number of students living in the Hunters Point district, and enrolled in the public school system, indicate a significant decline in the black school age population and significant increases in the school age population among other racial groups. According to this data, from 1980 to 1986 as total school age population in Hunters Point increased by 53.1 percent from 8,618 to 10,158, the black school age population, while increasing in absolute terms from 5,565 to 7,004, has declined in percentage terms from 84.1 percent to 68.9 percent. The biggest increases in school age population have been among white, Chinese, and Filipino. Of course, both estimates, those by Bradwell and those by San Francisco Public Schools, could have validity. The black percentage of decline in school age population could be the function of a number of factors, e.g. a decreasing number of families with children, a higher drop-out rate, etc., which would not offset a rise in the black percentage of the total population.

Despite the significant population decreases that occurred between 1960 and 1980, South Bayshore still reflects a high degree of residential stability relative to the rest of the city. The number of South Bayshore residents in 1979, living in the same house as they did in 1975, was 62.7 percent compared to 47.9 percent for the city as a whole. Most of the people who have moved into South Bayshore since 1975 come from the central city portions of the Bay Area, with very few coming from outside the Bay Area and abroad. This is in contrast to the city as a whole where greater numbers moved in from outside the Bay Area and abroad.

TABLE 3  
THE POPULATION OF SOUTH BAYSHORE IN 1980 BY RESIDENCE IN 1975

<u>Residence in 1975</u>	<u>South Bayshore</u>		<u>San Francisco</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Total (5 years and over)	20,364	100.00	649,051	100.0
Same house as in 1975	12,768	62.7	310,662	47.9
Different house in U.S.A.	7,220	36.4	285,916	44.1
Central city of this metro- politan area	6,048	29.7	165,530	25.5
Remainder of this Metropoli- tan area	242	1.19	21,870	3.4
Outside Metropolitan Area	927	4.6	98,516	15.2
Abroad	376	1.85	52,473	8.1

SOURCE: 1980 U.S. Census

The population of South Bayshore contains a high proportion of young people, particularly those who are not of working age. Persons 19 years of age and younger comprise 30 percent of the South Bayshore population, and 18 percent of the city's population. Moreover, a higher percentage of the young people in South Bayshore are 14 years of age or under and therefore not of working age: 21.6 percent compared to 13.6 percent for the city. While South Bayshore has proportionately less people who are 65 and over than the city, 12.9 percent compared to 15.4 percent, the differential in young people below working age is greater than the differential in older residents above working age. Accordingly, the percentage of people in the primary working ages, 19 to 64, is less in South Bayshore than in the city, 63 percent compared to 69 percent. This suggests that individuals in South Bayshore who are working may have more people to support than does the average employed resident of San Francisco.

TABLE 4  
THE POPULATION OF SOUTH BAYSHORE AND SAN FRANCISCO BY AGE: 1980

	<u>South Bayshore</u>		<u>San Francisco</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Total	21,569	100.00	678,974	100.00
Pre-school, 0-4	1,417	6.00	31,537	4.6
5-19	5,025	30.0	93,700	18.0
20-24	2,409	11.2	75,186	11.1
25-44	4,821	22.6	232,365	34.2
45-64	5,119	23.7	141,901	20.9
65 & over	2,778	12.9	104,285	15.4
Median Age	32.1		34.1	
Voting Age	15,577	72.22	562,363	82.8
Working Age	13,727	63.64	474,379	69.9

SOURCE: 1980 U.S. Census



As would be expected in an area having a high proportion of children, the average population per household is high. The average population per household in South Bayshore is 3.01 compared to 2.19 for the city. Also, the households in South Bayshore as surveyed in 1980 are primarily family units. Unrelated persons constituted only 8.4% of its population compared to 23.3 percent for the city. Also, as the following table indicates, in 1980 South Bayshore included a higher percentage of female-headed households and families below the poverty level, compared to the city as a whole.

TABLE 5  
FAMILY AND SOCIAL CHARACTERISTICS: SOUTH BAYSHORE AND SAN FRANCISCO: 1980

			Below			Below		
			Poverty		Female	Poverty		Female
<u>Total</u>			<u>Level</u>		<u>Head</u>	<u>Level</u>		<u>Head</u>
<u>No.</u>	<u>Percent</u>		<u>No.</u>	<u>Percent</u>	<u>No.</u> <u>Percent</u>	<u>No.</u>	<u>Percent</u>	<u>No.</u> <u>Percent</u>
Families	<							
	<							
With Children	<							
10,752	(100.0)		2,038	(18.9)	1,838 (17.1)	283,180	(100.0)	29,098(10.3) 29,553(10.4)
2,932	(27.3)		753	(7.0)	1,277 (11.9)	61,896	(21.9)	10,502(3.7) 16,756( 5.9)

SOURCE: 1980 U.S. Census

In general, South Bayshore's residents have less education than is usual in San Francisco. In 1980, the percentage of high school graduates for the city as a whole was 74.0 percent, while those for South Bayshore census tracts ranged from 53.1 percent to 46.5 percent. The table below shows years of school completed for South Bayshore and San Francisco in 1980.

TABLE 6

YEARS OF SCHOOL COMPLETED: SOUTH BAYSHORE AND SAN FRANCISCO: 1980

Years of School

--- SOUTH BAYSHORE ---

	Total		White		Black		Other	
	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>
Total, 25 & Over	12,902	100.0	2,706	100.0	8,829	100.0	1,307	100.0
Elementary School	3,249	25.2	761	27.5	2,099	23.8	389	29.8
High School	6,797	52.7	1,402	51.9	4,776	54.1	559	47.8
College	2,856	22.1	543	19.6	1,954	22.1	359	27.5

Years of School

--- SAN FRANCISCO ---

	Total		White		Black		Other	
	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>
Total, 25 & Over	479,345	100.0	313,101	100.0	50,472	100.0	115,768	100.0
Elementary School	75,768	15.8	35,030	11.3	9,217	18.3	31,517	27.2
High School	169,485	35.4	107,130	34.2	24,879	49.3	37,476	32.4
College	234,092	48.8	170,941	54.6	16,376	32.5	46,775	40.4

SOURCE: 1980 U.S. Census

One of the biggest changes since the 1969 South Bayshore study is the large increase in number and percent of males who evidently have dropped out of the labor market. During the time of the 1969 study, while unemployment rates for South Bayshore males were significantly higher than those for the city as a whole, the percentage of males not participating in the labor force was lower, 20.8 percent compared to 21.9. It would indicate that in 1969 while more South Bayshore male residents were out of work than in other parts of the city, but they were nonetheless actively looking for work. Over the two subsequent decades, the unemployment rate has remained high and, at the same time, the number of males not participating in the labor force has increased dramatically to 42.6 percent. It is more than 10 percentage points higher than the citywide figures. On the other hand, while the percentage of South Bayshore females not participating in the labor force is higher than for females in the city as a whole, this percentage is lower than what has existed in the past. In other words, South Bayshore females are increasing their rate of participation in the labor force, while participation by South Bayshore males is decreasing.

TABLE 7  
LABOR FORCE PARTICIPATION OF PERSONS 16 AND OVER: SOUTH BAYSHORE  
AND SAN FRANCISCO: 1980

	<u>South Bayshore</u>		<u>San Francisco</u>	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
Individuals, 16 & over	7,723	8,408 (100.0)	286, 665 (100.0)	292,743(100.0)
Labor Force, 16 & over	4,433(57.4)	4,133 (49.2)	205,046 (71.5)	165,451(56.5)
Armed Forces	13(0.17)	-- --	5,155 (1.8)	653(0.22)
Civilian Labor Force	4,420(57.2)	4,133(49.2)	199,891(69.7)	164,798(56.3)
Employed	3,858(49.9)	3,754(44.5)	186,259(65.0)	156,225(53.4)
Unemployed	562(7.3)	379(4.5)	13,632(4.8)	8,573(2.9)
Not in Labor Force	3,290(42.6)	4775(53.8)	81,619(28.5)	127,292(43.5)

SOURCE: 1980 U.S. Census

Those South Bayshore residents who are participating in the labor force and who are actively employed are primarily concentrated in the Technical, Sales, and Administrative Support occupations and Service occupations. Over 58 percent of South Bayshore workers are in these two occupational classes. This approximates the occupational distribution for workers in the city as a whole, 53.8 percent of which are in the first two of these classes. Outside of these classes the distribution in South Bayshore tends to differ from that in the city as a whole. Over 30 percent of South Bayshore workers have 'blue collar' jobs, in such things as precision products and repair, operators and fabricators and laborers. Under 20 percent of the workers in other parts of the city have these kinds of jobs. In contrast, 28 percent of the workers citywide have managerial and professional positions. Only 11.7 percent of South Bayshore workers are so employed.



TABLE 8  
MAJOR OCCUPATION GROUPS: SOUTH BAYSHORE AND SAN FRANCISCO: 1980

	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>
Total Employed	7,612	100.0	342,484	100.0
Managerial & Professional	891	11.7	98,255	28.7
Technical, Sales, & Admin.	2,681	35.2	130,026	37.9
Service	1,785	23.4	54,665	15.9
Household	84	1.1	3,282	0.9
Protective	175	2.3	5,091	1.4
Other	1,526	20.0	46,292	13.5
Farming, Forestry, & Fisheries	44	0.5	1,989	0.5
Precision Products & Repair	853	11.2	24,304	7.1
Operators & Fabricators	1,358	17.8	33,245	9.7
Laborers	410	5.3	9,016	2.6

SOURCE: 1980 U.S. Census

In 1980, the median income of families in South Bayshore was about \$4,707 less than the median income of families in the city as a whole. Over 47 percent of South Bayshore earned \$12,000 a year or less, compared to less than 28 percent of the families in the rest of the city. In the higher income ranges the situation reverses. Only 10.9 percent South Bayshore families earned \$35,000 a year or more compared to 20.9 percent in the rest of the city. Moreover, this differential increases as the income levels get higher.

#### CHARACTERISTICS OF THE BLACK POPULATION

Industrial and employment expansion that occurred at Hunters Point shipyard during World War II attracted a large number of blacks. Prior to World War II the black population was less than 1 percent of the total population in South Bayshore. After the war it increased dramatically from 21.6 percent in 1960 to a 73 percent majority in 1980. As South Bayshore evolved from a semi-rural area to a built-up residential community, the predominantly black population became established.

The 1980 census information for South Bayshore bears out a correlation between the black population and poverty in the area. While South Bayshore has always been poorer than most other parts of San Francisco, this condition has increased and persisted as blacks have become the majority population. This is not to suggest that all or most of the black households in South Bayshore are poor. In fact, blacks form a distinct majority of the homeowners and middle-income population in the district. However, even these statistical groups tend to be more highly concentrated in the lower income brackets and less so in the upper income brackets. In nearly every census tract within South Bayshore, the higher the number and percentage of black residents the greater the degree of poverty. For example, in census tracts 231 and 234, which cover the Hunters Point and Alice Griffith low income housing projects, the black population forms close to 90 percent of the total population in these tracts. These census tracts also have the highest percentage of



families below the poverty level at rate of 30 percent or more, generally more than twice that of rates in other census tracts. Census tract 230, which covers the Silver Terrace residential area, has the lowest percentage of blacks relative to other census tracts in South Bayshore, at 64 percent. It also has the highest median family income at \$20,566 and the lowest percentage of families below the poverty level at 9.7 percent. Yet, the statistics on the black population within this tract show the median family income level dropping by \$655 and the percentage of families below the poverty level increasing to 13.1 percent.

A striking feature of census data from 1950 to 1980 is that the high concentration of poverty among the black population appears to persist decade after decade. Median family incomes remained 75 percent or less than the citywide average, unemployment rates remained twice as high as citywide rates, both before and after the closure of the Hunters Point Naval Shipyard in 1971, and regardless of upswings in the local and national economy. The primary change since the sixties, consistent with nationwide trends among the black population, has been increases in the number of female-headed households and in the number of young black males who are not participating in the labor force. This latter statistic is consistent with community observations that alienation has increased among many young black men and many no longer seek jobs in the economy.

These trends can be partially explained by examining the circumstances that originally drew large numbers of black people to the South Bayshore area. The major industrial expansion at Hunters Point shipyard, attracting thousands of black workers to San Francisco, tapped a large reserve of surplus labor that existed in the south at that time. For millions of blacks throughout the country, wartime jobs were their first significant entry into the American wage economy. In most cases, the numbers of those coming north seeking job opportunities exceeded the number of jobs that were available. Thus while many black workers were able to gain major job opportunities during the wartime industrial expansions, many others were not, particularly those who came toward the end and after the wartime expansion. These latter migrants were more apt to be consigned to longtime conditions of poverty. In South Bayshore, this tendency was reinforced with the construction of large war housing projects in the Hunters Point area that were later converted to public housing. Many migrants were probably attracted to the Hunters Point Bayview area specifically because of the availability of this low cost housing.

In the decades leading up to the 1980's the employment situation worsened in many respects for the poorer segment of South Bayshore's population because of shifts both locally and nationally from a traditional blue collar manufacturing-based economy to a white collar service-oriented economy with higher skill and educational requirements. Since the 1950 decade, when the national economy began the shift toward a more automated service economy, the unemployment rates for blacks have been consistently twice as high as that for whites. Overall the statistics that have characterized the black population in South Bayshore during the past three decades are the same as those that have characterized the black population in most American cities across the nation during the same period. The economic problems in South Bayshore are therefore very complex and closely connected to long-term structural and

technological shifts in the local and national economy.

The black community in South Bayshore, like the black community in the nation as a whole, is poor in two respects: by the large concentration of low incomes and high unemployment rates among its population and as a capital-deficient community. While many statistics are available on the former condition, not many are available on the latter. The census does not regularly collect information on capital assets as it does on income, employment, and other social and economic characteristics. Nonetheless, a recent special study by the census, "Household Wealth and Asset Ownership - 1984", sheds some light on the distribution of wealth. Based on a survey sample of 20,000 households the study sought to measure individual wealth -- the capital assets such as stocks, real estate holdings, etc., minus debts that the nation's households own. According to its findings, the disparity in wealth between the black population and the general population is much greater than the disparity in incomes. For example, while white households generally have incomes twice as high as that of black households, the capital assets that whites have accumulated are 11 times greater. Nearly a third of black households was found to have no capital assets at all. Black ownership of assets is much less than that of all ethnic groups, including Asians and Hispanics who have been in the country much less time than blacks and even though Hispanic population share many of the same characteristics of poverty as the black population.

This capital-deficiency side of black poverty may help to explain the decline of retail activity along the Third Street commercial core in South Bayshore. Although South Bayshore is a major center of the black population in San Francisco, its commercial core lacks the ethnic-oriented retail vitality and intensity that exist in many other districts of the city. The anomaly of this situation becomes apparent when one compares Bayview Hunters Point to the Mission district. The Hispanic population surrounding the Mission district shares many of the same characteristics of poverty as the black population. Yet the Mission district's commercial area has an economic strength and vitality that is markedly absent along Third Street. One difference may be the capital deficiency that characterizes poverty among the black population in South Bayshore and many other communities. In general, blacks do not have a business community with capital assets and an entrepreneurial background comparable to that of other ethnic groups.

At the same time, South Bayshore has a major advantage which many other communities do not have: namely, a large percentage of homeowners. Of the 7100 occupied housing units in South Bayshore, the majority, close to 60 percent, are owner-occupied mostly single-family housing and black people form 64 percent of the total number of homeowners. This high level of homeownership indicates that a majority of the residents have invested in the future of the district. The equity acquired in houses represents a form of capital assets which means homeowners can have a determining influence in the direction of the district.



Also, while no statistical data are available on business activity by ethnicity, black entrepreneurs appear to be assuming an increasingly important role in the economic activities of South Bayshore. Black medical practitioners and merchants have long been a part of the office, retail and eating and drinking activity on Third Street's commercial core. A black developer has a major role in a new shopping center being constructed in the district. Thus, while South Bayshore's black population undoubtedly shares the disparities in business assets and tradition of most other black communities, it does have a nucleus of black business people long established in the district, with the potential to play a greater role in the future.

The next section examines future economic trends affecting South Bayshore. Projections to the year 2000 are derived from major development projects currently underway and proposed to assess what implications they have for the future size and character of the overall South Bayshore economy and its residential neighborhoods.

## FUTURE TRENDS

### Projections to Year 2000

Presently there are several major developments either currently underway or proposed for South Bayshore. These include: three existing redevelopment projects -- Hunters Point, India Basin Industrial Park, and the Bayview Industrial Triangle, the first two of which are close to completion; Executive Park, a major office, hotel, housing, and retail development at the base of the southwest side of Bayview Hill; the homeporting of the U.S.S. Missouri consisting of a battleship and 10 other navy vessels that would be based at the Hunters Point Naval Shipyard; construction of 1500 new housing units for naval families in the Hunters Point Shipyard area; and expansion of containerized shipping facilities at the Army Street (North Terminal) and Piers 94 - 96 (South Terminal) of the Port of San Francisco. As of this report, the proposed homeporting of the U.S.S. Missouri remains questionable. While a Memorandum of Understanding between the Navy and the City and County of San Francisco to accommodate the homeporting has been approved by the Board of Supervisors, Congress did not appropriate the necessary funding for Fiscal Year 1987. Congress could still appropriate the funding in its next session for Fiscal Year 1988. If so, the homeporting would be delayed, but would still fit within the time frame of the projections used for this study. If, however, the homeporting does not occur, the buildout estimates associated with it should be subtracted from the projections. Accordingly the economic growth projected for South Bayshore would be strong, but not as rigorous as would occur with the homeporting. Other major development possibilities in the southeast district are also being discussed, such as the extension of Muni Metro down Third Street. These ideas are still in the discussion stages, while the above cited projects are already underway or in a formal proposal stage with a projected build-out into the 1990s. Hence only the above cited projects are being used to develop projections to the year 2000.

The scale and potential impact of remaining redevelopment activity, Executive Park, homeporting of the U.S.S. Missouri, the proposed new naval housing, and port expansion, indicate the overall economy of South Bayshore is likely to undergo a period of vigorous growth in employment, population, housing, and general land use activity over the coming 13 years. The volume of future growth suggested by these projects is above what might be expected, given South Bayshore's relatively modest position in the regional economy. While South Bayshore is one of the last areas of San Francisco with a large portion of undeveloped land and is therefore in a strong position to attract future growth relative to other already built-up areas in the city, its position is not so strong relative to other parts of the metropolitan region. Other parts of the region have just as many or more tracts of undeveloped land, often without the poorly-filled and relatively unstable soil conditions that exist in much of South Bayshore and without the high land costs that exist in San Francisco. They frequently are in a more advantageous market position than South Bayshore to attract future growth. Given these regional market considerations, it would appear that future growth trends in South Bayshore would be moderately, but not exceptionally, strong.

Such is the implication of the projections developed by Association of Bay Area Government (ABAG). For its projections ABAG uses a regional modelling system based on demand analysis and land supply analysis. The demand analysis projects employment growth based upon regional exports, investment, and personal consumption expenditures. The land supply analysis involves review of local government zoning, approved development projects, and the identification of all lands available for development according to local general plans. At the sub-county level employment projections are allocated by a dynamic statistical process that takes into account land availability, travel time, labor supply, and identified development projects. Following is a summary of the ABAG projections from 1980 to 2000 as applied to South Bayshore and San Francisco as a whole.

TABLE 9  
ABAG Projections

	South Bayshore			San Francisco		
	<u>1980</u>	<u>% change</u>	<u>2000</u>	<u>1980</u>	<u>% change</u>	<u>2000</u>
Population	21,634	+ 12.	24,178	678,474	+ 5.	712,135
Jobs	19,972	+ 12.	22,329	552,200	+ 16.	641,297
Land Use (Acres)						
Residential	473	+ 10.	518	9,506	+ 2.	9,742
Commercial/Industrial	471	+107.	976	6,874	+ 2.	7,006
Streets & Highways	793	+ 0.9	800	7,979	+ 0.3	8,006



These projections indicate that South Bayshore in the coming decade will reverse the trend over the previous decade when it experienced a loss in population, housing, and jobs by having an increase in all three areas by the year 2000. According to ABAG projections, population will climb to a peak of 25,150 by 1990 and then experience a slight decline due to dwindling household sizes by the year 2000. Growth in acreage would be stronger in residential use than in commercial/industrial uses. While growth in jobs would be stronger than it has been in the past, it would still be less than that experienced by the rest of the city.

However, when one takes into account the build-out estimates of the projects already underway or proposed for South Bayshore, it becomes evident that growth in population, housing, jobs, and land use will be significantly larger than what the ABAG projections indicate. Since 1980, the base year of the ABAG projections, approximately 4000 jobs have been created in the India Basin redevelopment area, principally as a result of the general distribution center of the U.S. Post Office constructed in 1982. Following is a summary of the build-out estimates of other major projects.

TABLE 10  
Build-out Estimates  
1987-2000

<u>Project</u>	<u>Population</u>	<u>Housing Units</u>	<u>Jobs</u>
Hunters Point	897	299	--
Executive Park	1100	550	6,400
U.S.S. Missouri*	--	--	545
Naval Housing	3923	1500	548 (2 years)
Port Expansion*	--	--	600
Total	5920	2349	8,093

(\* The jobs impact estimates for the U.S.S. Missouri are derived from estimates developed by the Budget Analyst, the Controller, and the Mayor's Office (Memorandum, dated June 24, 1987). They assume that fifty percent of the ship repair and procurement jobs estimated by the Budget Analyst, et. al., to accrue to San Francisco as a whole would fall specifically within the Hunters Point Shipyard area. The jobs impact estimates for Port expansion are based on data from the Environmental Impact Report for the San Francisco container terminal. According to Port plans, 2 new container berths will be built at the North Terminal, (85.123E and 2 new berths at Pier 92. The estimates assume 200 employees per berth).

These build-out estimates, along with the jobs already created by the India Basin redevelopment project, suggest a rate of increase in population growth for South Bayshore two times higher than the ABAG projection and a rate of increase in job growth more than three times higher. Moreover, it is reasonable to assume that actual build-out of these projects could exert a strong potential stimulus on the overall economy of the district through the multiplier effect of such things as consumer spending for retail goods and services and through making South Bayshore a more attractive place to live and

invest in. Due to the existing economic weakness of the commercial sector along Third Street and the detrimental economic effects exerted by social problems related to poverty, it is difficult to gauge whether the South Bayshore economy is strong enough to fully capitalize on this stimulus. For the purposes of this study a range of minimum and maximum growth projections are utilized. The minimum growth projections are restricted solely to the build-out estimates of the projects currently underway or proposed for South Bayshore. The maximum projections add to these build-out estimates the ABAG projections based on regional market considerations. The addition of the ABAG projections would account for the additional growth that could occur if the South Bayshore economy can adequately respond to the economic stimulus provided by projects currently underway or proposed.

TABLE 11  
Projected Growth

	1980	Year 2000	
		LOW	HIGH
Population:	21,634	27,554	30,098
Housing :	7,122	9,471	10,319
Jobs :	19,972	28,065	30,422

SOURCE: ABAG Projections; Build-out Estimates

It is clear from the above projections that South Bayshore is likely to experience major growth in population, housing and jobs over the coming years up to the twenty-first century. Two of the major projects -- the homeporting of the U.S.S. Missouri and Executive Park -- are scheduled to be completed by the early and mid 1990s. Given the ups and downs of the business cycles, it would not be surprising if the actual build-out of these projects occurred in a more protracted and uneven manner. Nonetheless, by the year 2000 they should have achieved full build-out, and much of the added growth they may stimulate should have taken place. Following are some qualitative assessments about the trends which seem likely to occur in South Bayshore over the coming 13-15 years.

#### Increased Ethnic Diversity and Middle Income Households

It appears from recent housing trends that a wider range of ethnic groups and more middle-income households are moving into the South Bayshore area. Quantitative data on the extent of this increased diversity is not available. Nonetheless, given the preponderance of single family homes in South Bayshore at prices that are more affordable relative to most other areas in the city, and given a large demand for affordable middle and moderate income housing, it is reasonable to expect South Bayshore to have an increasing number of non-black and middle income families over the coming decade.

### Continued Presence of Large Black Community in South Bayshore

There is concern among many members of the black community that it will lose its ethnic presence and identity in South Bayshore because of the influx of other ethnic groups. However, there is no reason to expect this to occur. By 2000 blacks should still form the largest ethnic group in South Bayshore even with the increasing ethnic and income diversification that appears to be occurring and that will probably continue into the next century. Even if all the new housing projected for South Bayshore by 2000 were occupied by non-black families, blacks would still form close to 50 percent of the total population in South Bayshore. A more reasonable assumption is that blacks will be included among the new households moving into South Bayshore which would keep the overall percentage of blacks at or above 50%. True, there could be a dramatic turnover in private housing and public housing exclusively from black households to non-black households over the coming decade, which would lead to a dramatic reduction in the black population, but the possibility of this occurring appears remote. By and large, the size of the black population is such that it will continue to have a significant presence in South Bayshore.

### Continued Concentrations of Poverty

South Bayshore is also likely to continue to have large concentrations of poverty. This is partly a function of the large concentrations of public housing that exist in the district. Given the scarcity of low-income housing in the city and the region, the demand and need for such housing will continue. It is also a function of the condition of structural employment that exists among much of the lower income population. Many lack the education and skills to obtain the kind the employment that could provide dramatic rises in income. Also, it is apparent from the number of young people who are not participating in the labor force that significant changes in attitude and motivation may be required to bring them into productive employment. This is not to suggest that the problems of poverty are insurmountable; it is simply that the tasks of improving skills and increasing employment are of such a complexity and difficulty that it may take years to overcome.

### OVERALL ISSUES

The crucial overall issues that future growth trends pose for South Bayshore deal not so much with the scale of expected development, but with the extent to which it will interface and be linked to the district as a whole. South Bayshore is a large and fragmented district. Proposed development is such that it could occur with little impact on the neighborhood residential and commercial sections. Executive Park is situated on the south end of Bayview Hill facing San Mateo County. It could achieve full build-out and have little relationship to what occurs on the other side of the hill along Third Street and in the surrounding residential areas. Hunters Point shipyard is in close physical proximity to the neighborhoods of South Bayshore, but the



U.S.S. Missouri and its fleet could homeport there, the base could be fully operative and active, the housing for navy families completely constructed and occupied, with little relationship to what occurs in the nearby residential and retail areas on the top and other side of the hill. Even without a physical barrier separating navy housing from the civilian residential areas, the navy and its families could conduct their activities in a way that is generally separate and apart from what happens elsewhere in the district.

To a large extent, the quality and direction of the overall development of South Bayshore will be decided by what happens in the residential neighborhoods and commercial areas which form the interior of the district. How these neighborhoods relate to each other, to the commercial core along Third Street, and to the industrial areas which surround them underlie the key overall development issues facing South Bayshore. Following is a brief description of some of these issues.

The need to link physical and economic revitalization efforts to efforts that address problems relating to poverty: Problems relating to poverty in South Bayshore are deeply rooted and complex. While this comprehensive planning effort cannot be expected to solve these problems, it should be sensitized to them. At the very least, the revitalization strategies that may emerge from this comprehensive planning effort should not have the effect of making the problems worse. Special attention should be given to:

- improving incomes and increasing rates of labor force participation and employment, particularly among lower income families and individuals.
- strengthening job training and placement programs, with a concentrated effort to link these programs to the expanding job opportunities that are projected to occur over the remainder of this century.
- strengthening and expanding existing social support programs, particularly for female-headed households, young people, and children, with a major focus on self-motivation.
- strengthening and expanding local entrepreneurship, particularly the participation by black investors and business people in commercial and industrial activities.

The need to strengthen and expand the high level of homeownership by improving the quality of residential neighborhood: The high level of homeownership and the family orientation of South Bayshore are key ingredients to its future. Because of the problematic relationship between industrial and residential uses that have historically characterized the district, residents have had to contend with a number of adverse land use and traffic impacts that very few other San Francisco residents have had to contend with. The 1969 South Bayshore Plan went a long way to clarify and help abate the adverse relationships between industrial and residential uses. But many issues remain. It will be important in this study to seek out a framework for resolving the adverse aspects of the relationship between industrial and residential uses on a permanent basis.



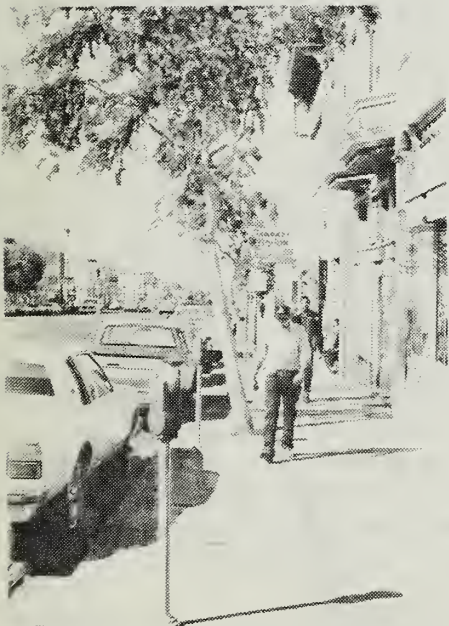
A more recent problem concerns the blighting influences of some limited commercial uses in the heart of residential uses. Generally these uses consist of a small grocery outlet that includes alcoholic beverages among the goods and services it provides. Some have become a point of concentration for loitering, public intoxication, and socially disruptive behavior. How to eliminate these adverse influences and at the same time retain the essential neighborhood-serving functions of those limited commercial uses is an example of the kind of issue that should be dealt with to improve the inner texture of South Bayshore residential neighborhoods.

The need for an affirmative urban design: In subtle ways urban design can have an important influence on the way people think of themselves and the outside world. Consciously and unconsciously, people have a very intimate relationship with their environment. Despite the negative image that South Bayshore has had over the decades in real and perceived terms, most residents feel a certain attachment to the area. It is part of San Francisco, yet it is not typical of San Francisco. It offers the opportunity for an attractive alternative urban environment within the city. Urban design professionals can only do so much in drawing out the possibilities for reshaping the aesthetic qualities of the environments. Many ideas must come from the people who inhabit the environment and know it on intimate terms. There is a need for South Bayshore residents to utilize their participation in this comprehensive planning process to think out their relationship with their environment and to view it in bigger terms as an extension of themselves.

The need to involve homeowners, tenants, business merchants, and industrial leaders in overall district issues at the neighborhood level: Many of the issues regarding problematic land use relationships occur at the neighborhood level. Often these issues can be resolved by improved communication among the different groups that occupy a given neighborhood. The New Bayview Committee as an umbrella organization representing all segments of the South Bayshore district provides an effective channel for bringing the concerns of the district to the attention of the city's public and private leadership. Increased organization and participation is needed by the neighborhood groups that feed into the New Bayview's umbrella structure.

### III. ISSUE REPORTS

Issue reports are presented on each of the following elements: Land Use, Transportation, Commerce, Industry, Housing, Urban Design, Recreation and Open Space, Community Facilities and Services, and Public Health and Safety.





## LAND USE

This report deals with land use issues in South Bayshore. It describes how the subdistricts of South Bayshore fit the overall land use pattern of the district and presents findings on two special inventories that were conducted as a part of the land use survey for this study: an inventory of non-conforming uses and an inventory of off-sale liquor retail uses.

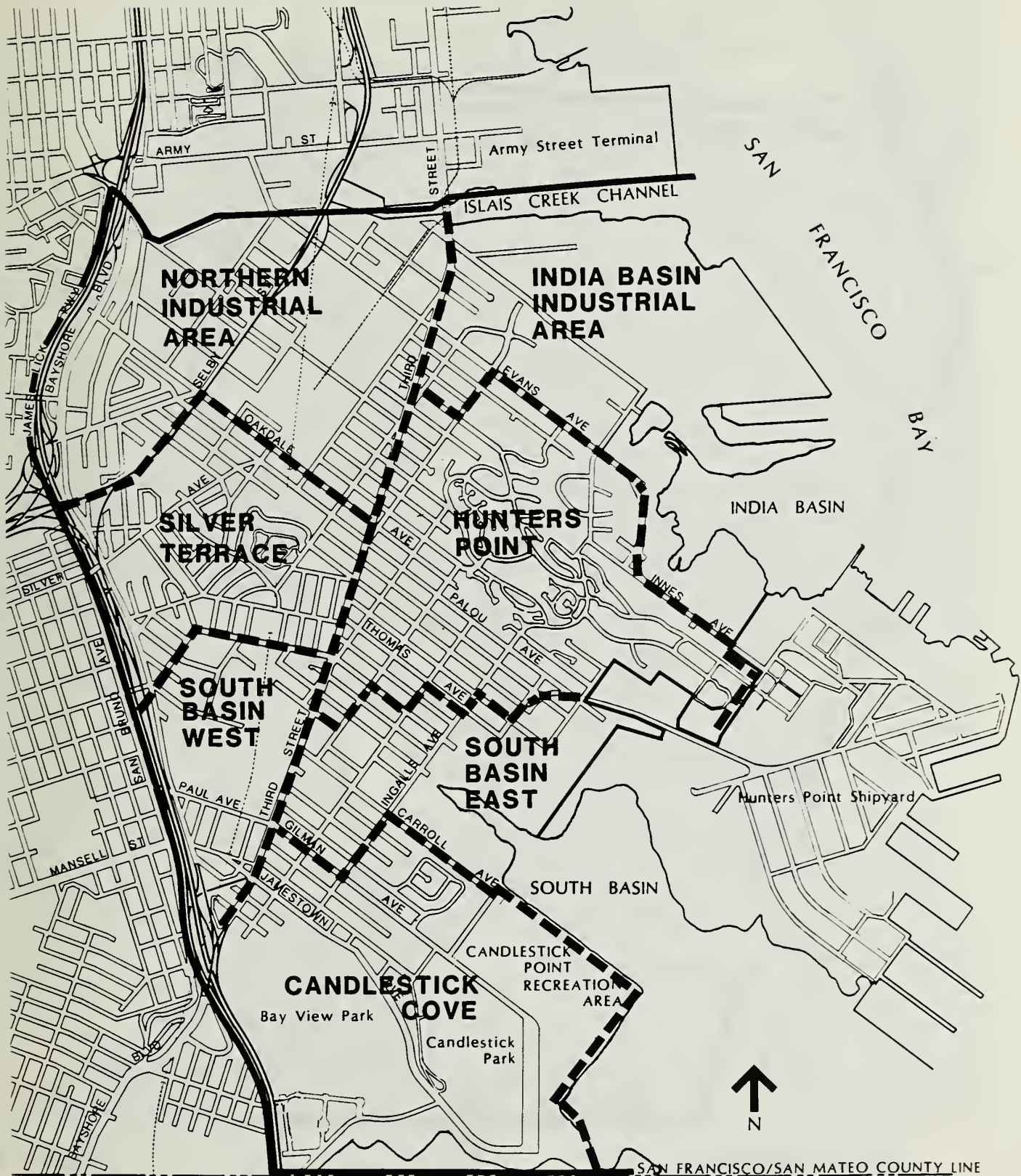
### FABRIC OF LAND USE PATTERN

For purpose of land use analysis, this study divides South Bayshore into seven subdistricts: Northern Industrial, India Basin, Hunters Point, Silver Terrace, South Basin East, South Basin West, and Candlestick Cove. Third Street, which is the primary commercial/industrial strip running through the length of South Bayshore, is included as a subdistrict. Below is a figure showing subdistricts boundaries, a figure showing existing zoning boundaries, a figure showing existing heights and bulk boundaries, a figure showing existing land use by dominant use, and a table giving the acreage distribution of major land use categories by subdistricts.

As the table indicates, each subdistrict of South Bayshore has its own unique variety of land use mixtures; yet each is interlocked by industrial activity which forms the dominant land use type for four of the subdistricts and sets the physical background for the others. This pattern takes place under a low-scale building horizon. One of the basic measures of building scale in city planning is floor area ratio, the ratio of the gross floor area of all buildings on a lot to the area of the lot. Current zoning permits a floor area ratio of 5 to 1 for M(Industrial) districts. In South Bayshore most buildings are far below this scale. Very few buildings exceed a ratio of 2 to 1.

The northernmost subdistricts -- Northern Industrial and India Basin -- are characterized by heavy industrial uses. Industrial uses form over 70% of the acreage in each of these subdistricts. Moreover, over one-third of the industrial acreage is open-air, consisting primarily of heavy industrial uses without building cover such as port shipping facilities and storage yards for large metal products. The physical character, particularly in India Basin, can sometimes be massive and impersonal, not because of the height of buildings, but because of the height of certain equipment, such as the cranes for the containerized shipping facilities, and because of the amount of acreage that might be covered by a single building or cluster of buildings. For example, the U.S. Postal mail sorting and distribution facility in India Basin is relatively low in height, yet is of a massive scale. One building covers several acres.

Below Northern Industrial and India Basin are the two major residential subdistricts of South Bayshore: Hunters Point and Silver Terrace. Hunters Point is the next to the largest subdistrict in area, covering some 263 acres. Over ninety percent of this acreage is devoted to housing and related

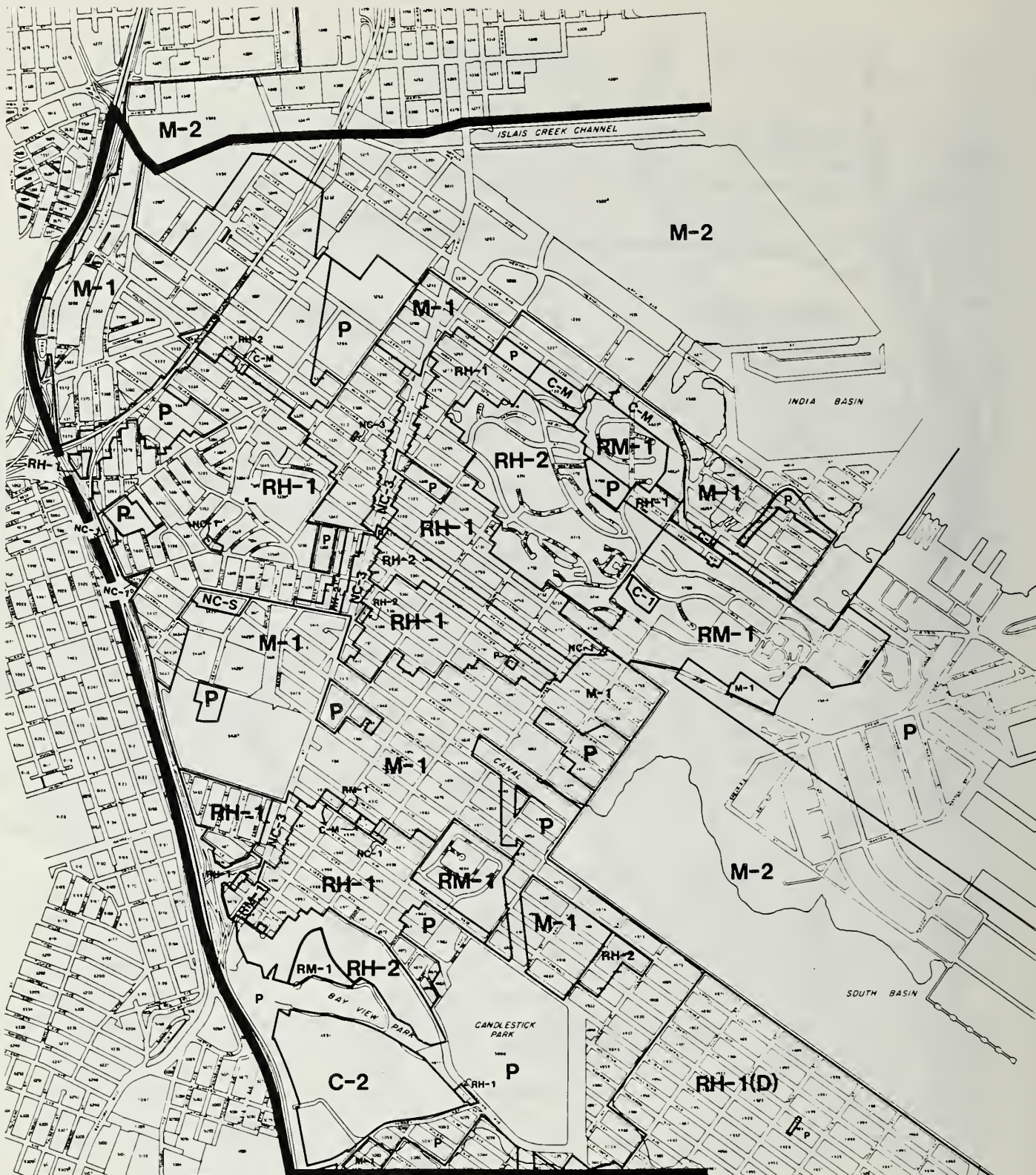


**South Bayshore  
South Bayshore Sub-Districts**

**Figure 3**

--- Sub-District Boundary Line





## South Bayshore Existing Zoning Districts

RH-1/Single Family Residential  
RH-D/Single Family Residential (Detached)  
RH-2/Two Family Residential  
RM-1/Low Density

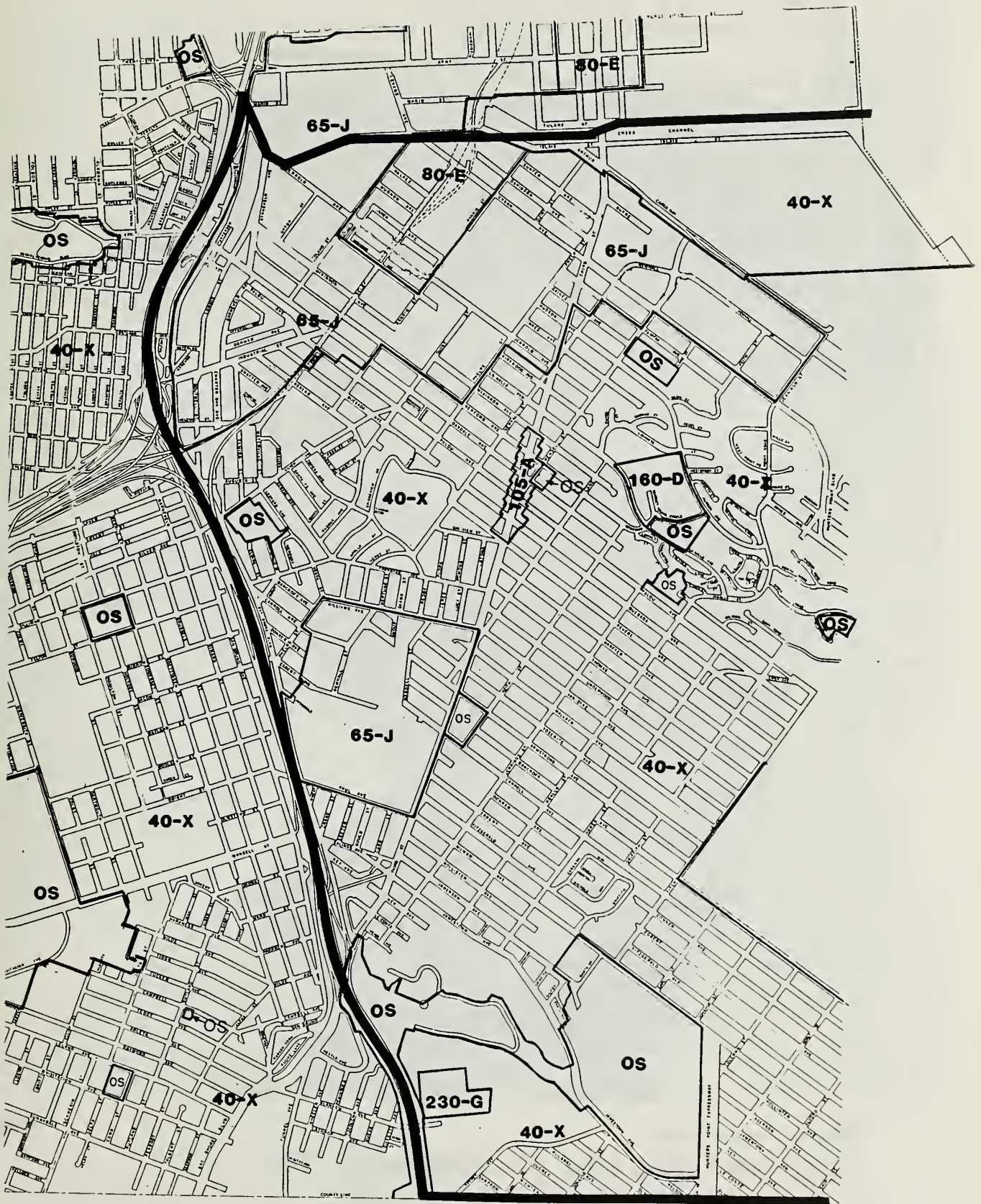
NC-1/Neighborhood Commercial Cluster  
NC-2/Small Scale Neighborhood Commercial  
NC-3/Moderate Scale Neighborhood Commercial  
NC-S/Neighborhood Commercial Shopping Center

M-1/Light Industrial  
M-2/Heavy Industrial

C-1/Neighborhood Shopping  
C-2/Community Business  
C-M/Heavy Commercial  
P/Public

**Figure 4**





**South Bayshore  
Existing Height and Bulk Districts**

**Figure 5**





**South Bayshore**  
**EXISTING LAND USE BY DOMINANT USE**

**Figure 6**

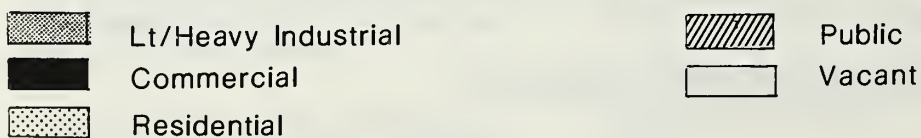




TABLE 12  
SOUTH BAYSHORE  
OVERALL LAND USE BY SUB-DISTRICT  
(Approximate Gross Acreage)

LAND USE	Northern Industrial	India Basin	Hunters Point	Silver Terrace	South Basin East	South Basin West	Candlestick Cove	Third Street
<u>RESIDENTIAL/COMMERCIAL</u>								
Private Housing	15		173	137	1	31	46	
Public Housing			59				29	
Neighborhood/Com- mercial District	33							12
Schools/Open			18	18	23	4	71	3
Space/Institutional Executive Park	16							
<u>RECREATIONAL</u>								
Candlestick Park							78	
State Recrea- tional Area							155	
<u>INDUSTRIAL</u>								
Improved	93	36	11	1.5	66	5	6	59
Unimproved	62	26	1.5	0.1	10	12	16	3
South Terminal, Port		71						
<u>VACANT LAND</u>								
Hard Parcels	3	26	0.5	0.5	15	1	47	
Submerged Parcels	--	16	--				12	
TOTAL	222	175	263.0	157.0	115	53	460	77

SOURCE: Department of City Planning Land Use Survey (July 1987)

neighborhood facilities uses, such as schools, institutions, and recreational facilities. The total amount of housing in the subdistrict is close to 2500 units, constituting thirty percent of the total housing stock in the district. Very little industry exists in the interior of Hunters Point, but heavy industry provides the primary background as the subdistrict is directly adjacent to the Hunters Point Naval Shipyard, which is the single largest industrial facility in the area covering over 500 acres.

Silver Terrace, with a total area of 157 acres, covers less area than Hunters Point, but has a greater amount of housing, approximately 2800 units. This greater gross housing density is due in part to the concentration of multi-family housing, such as residential hotels, along the Third Street commercial strip which forms the eastern boundary of the subdistrict. The interior of Silver Terrace, however, consists primarily of single family homes, which are relatively secluded from the industrial uses which border its northern and southern edges and from the mixed residential-commercial uses along Third Street.

Directly below these predominantly residential subdistricts are the South Basin industrial subdistricts. South Basin is more intensely developed than the northern industrial areas with over 300 industrial establishments covering 168 acres. These uses present a more intimate physical environment than those in the northern areas. Most of the uses are light industrial, primarily warehousing, and most of the buildings are small-scale. Also, there is much less open-air industrial activity than exists in the northern areas. South Basin West has somewhat of a semi-developed character with residential and industrial uses frequently distributed among tracts of vacant land. Much of this is due to the fact that it directly borders the James Lick Freeway. A large portion of the vacant land consists of easement for the freeway.

The Candlestick Cove subdistrict, which includes Bayview Hill, is the southernmost, and perhaps the most complex, subdistrict in South Bayshore. It is the largest subdistrict in total area, with a total area of over 450 acres. Its uses include a large public housing neighborhood; a large single family residential neighborhood; industrial uses extending from South Basin East; Candlestick Park, the city's primary sport stadium; and large multi-acre tracts of vacant land. It is also experiencing major development pressures. One of the largest multi-use development projects in the city, Executive Park, is located in this subdistrict. Also, within the past year, there have been two proposals to build a total of close to 100 housing units in the vacant residentially zoned land on Bayview Hill above the existing Bayview Hill residential neighborhood. In addition virtually the entire bayline of Candlestick Cove has been designated by the state of California for the Candlestick Point Recreational Area. Many of the recreational facilities proposed for this site --campgrounds, docks, cultural program facilities, etc.-- are yet to be developed.

How to shape the future development of the entire South Bayshore in a way that knits its various subdistricts into a coherent blend of diverse, yet compatible land use activities presents an exceedingly complex problem. While South Bayshore has large tracts of vacant land relative to other districts in

the city, this land is not distributed in a way that would allow a major shift in the existing land use pattern. The existing land uses in the district --public housing, private housing, heavy industry, light industry, heavy commercial, neighborhood commercial-- are well established and given, despite the tenuous and conflicting relationships that frequently exist among them.

### ROLE OF THIRD STREET

The complexity of land use in South Bayshore is evident on Third Street. Third Street is known as the primary commercial strip of South Bayshore, but in actuality the land uses fronting Third Street are dominated more by industrial activity than by commercial activity. Industrial uses, primarily warehousing, comprise over 70% of the area fronting Third Street. Commercial uses are primarily concentrated on those sections of Third that abut the Hunters Point and Silver Terrace subdistricts. The other sections intersect industrial zones and are dominated by industrial use activity. This creates a natural propensity for truck traffic to utilize Third Street as a major thoroughfare, which is a concern of neighborhood residents and merchants. Current traffic regulations prohibit truck traffic along the neighborhood commercial sections of Third, but the dominance of industrial and truck-oriented activity along most other sections of the street is likely to make truck traffic, and the regulation thereof, a chronic problem.

The commercial-oriented sections of Third Street appear to offer some potential for giving the district greater coherence. The low building scale along the street coupled with a favorable climate, makes for an intimate pedestrian-oriented environment where there is frequent access to sunlight. The length of the street, however, poses a major constraint to building a wider and healthier variety of retail activity. Retail activity while concentrated on certain blocks is scattered along all sections of the 32-block stretch of Third Street that runs through South Bayshore. This length tends to encourage people to use their cars to get there. Once they are in their cars, it becomes just as easy to drive to nearby shopping centers that offer a greater variety of goods at cheaper prices than Third Street. Not surprisingly, there are virtually no stores or restaurants on Third Street catering to a district-wide market. Most retail uses consist of small grocery/liquor outlets catering to a small neighborhood clientele. On some blocks there are numerous vacant and boarded up storefronts and concentrations of social problems related to loitering, public drinking, drug dealing, and crime. Introducing a wider variety and healthier mix of pedestrian-oriented commercial activity on the street would change the tone, but how to do so given the length of the street poses a special problem.

It does appear important to protect the low building scale along the commercial sections of Third as a way of possibly encouraging more pedestrian activity. Accordingly, it may be appropriate to consider amending the existing height regulations for Third Street and for the South Basin West subdistrict that borders Third Street. Existing height regulations permit building up to 105 feet on the commercial section of Third Street between



McKinnon and Revere and up to 65 feet in the South Basin West subdistrict. The 105 foot control is an exception to the 40 foot controls that generally prevail in South Bayshore. Evidently it was adopted over 10 years ago as a possible inducement for attracting high rise office and commercial growth that could help to revitalize Third Street. It is now clear that such inducements are not likely to be sufficient, as very little growth has occurred on Third since the regulation was adopted. Moreover, it is questionable whether high rise growth would be desirable for encouraging the kind of dense pedestrian-oriented retail activity that the area needs. High rise growth would more likely encourage automobile traffic rather than pedestrian activity.

### INVENTORY OF NON-CONFORMING USES

South Bayshore has a long history of mixed land use relationships where industrial, commercial, and residential activities frequently exist in close proximity to each other. The 1969 South Bayshore Study helped to clarify and document the extent of this mixture and the problems it posed for harmonious development of the district. The study provided the data and rationale for the master plan policies set forth in the South Bayshore Area Plan which are designed to help achieve balanced development among the diverse uses in the district. Moreover, various amendments and refinements to the planning code both before and after the 1969 study have provided the means by which the adverse impacts of problematic land use relationships in South Bayshore and other parts of the city can be reduced and better regulated.

To update the extent of land use mixture in South Bayshore, this study conducted an inventory of commercial and industrial uses in residentially-zoned areas and of residential uses in commercially and industrially-zoned areas. The uses counted in this inventory do not necessarily imply an unhealthy land use mixture. In fact, a large number are residential uses in Neighborhood Commercial (NC) districts. Mixture of housing and commercial activity are consistent with the master plan policies and zoning regulations governing these districts. However, residential uses in industrially-zoned areas, and commercial and industrial uses in residentially-zoned areas, have a greater potential for adverse impacts, and are therefore subject to greater regulation under the planning code. Residential uses in M-1 (Light Industrial) and M-2 (Heavy Industrial) zones require conditional use approval. Commercial and industrial uses in R (Residential) zones are defined as 'non-conforming' by the planning code and are subject to sections 180 - 186 of the code which place limits on their continuance and the extent to which the physical structures accommodating them can be enlarged, altered, or reconstructed. In other words, commercial or industrial uses in a residential zone that were legally existent prior to the enactment or amendment of the planning code, are allowed to continue only under the terms specified in the code.

Following are the results of the inventory:

TABLE 13  
Non-Conforming Use by Zone, South Bayshore  
(August 1987)

TYPE OF USE	ZONING DISTRICT						TOTAL
	<u>R-1</u>	<u>R-2</u>	<u>NC-1</u>	<u>NC-3</u>	<u>CM</u>	<u>M-1</u>	
Residential	-	-	2	19	7	19	47
Commercial	3	9	-	-	-	-	12
Heavy Commercial/ Light Industry	2	1	-	-	-	-	3
Total	<u>5</u>	<u>10</u>	<u>2</u>	<u>19</u>	<u>7</u>	<u>19</u>	<u>62</u>

SOURCE: Department of City Planning

Of the nineteen uses classified as residential in the NC-3 areas, seven consist of residential uses mixed with junkyard activity. The junkyards constitute non-conforming uses. They are not permitted as a new or expanded use under the neighborhood commercial zoning. All of the commercial and industrial uses in the residentially zoned areas are non-conforming. Two of the three heavy commercial/light industrial uses have termination dates on their non-conformance status. One is to be terminated on July 22, 1987, and an application for an extension is presently under review by the City Planning. The other is to be terminated on September 13, 1997. Continuation of these uses beyond their termination dates will require conditional use review and approval by the City Planning Commission. The remaining heavy commercial/light industrial use appear to be in violation of the planning code.

## INVENTORY OF OFF-SALE LIQUOR USES

As indicated by the Tables 14 and 15, there is a high concentration in the district of retail outlets selling alcoholic beverages for off-premises consumption. Of a total of 46 such outlets in the district, close to one half are located on Third Street, and over one fourth are located in predominantly residential areas. The primary problem created by these outlets deals with the undesirable social and automobile congregations occurring around many of them that detract from healthful retail activity and residential livability. People loiter on the sidewalks in front of some of them on a regular basis to drink and socialize. Often time this loitering extends to hassling other pedestrians passing by on the street. It also frequently contributes to automobile congestion. A great deal of double-parking occur at these nodes, as people congregate and drink around parked cars. This type of loitering has a lot to do with the negative image that Third Street has, an image that discourages many people from shopping there and from investing or opening a business there.

When off-sales liquor outlets are located in a residential area, they can have a blighting influence on the quality of the overall neighborhood environment. By and large, most of the residential structures in South Bayshore are physically sound. Most are occupied by stable families with children. One liquor outlet with undesirable social and automobile loitering in the immediate vicinity can detract from an otherwise sound residential neighborhood by making the streets less secure and inviting for pedestrian activity and children playing outside and by creating a negative social image.

To get some idea of how the size of the concentration of off-sales liquor outlets in South Bayshore compared to those in other parts of the city, the number of liquor licenses on the 11-block Neighborhood Commercial District (NCD) section of Third Street was compared to 11-block NCD sections of similar length along Clement Street and Mission Street. The Third Street and Mission Street NCDs had by far the greatest number of licenses, 15 and 16 respectively, approximately double the amount on Clement Street. Third Street also had the greatest number of licenses for general liquor sales.



TABLE 14

## OFF SALE LIQUOR LICENSES in SOUTH BAYSHORE by ZONING AREA

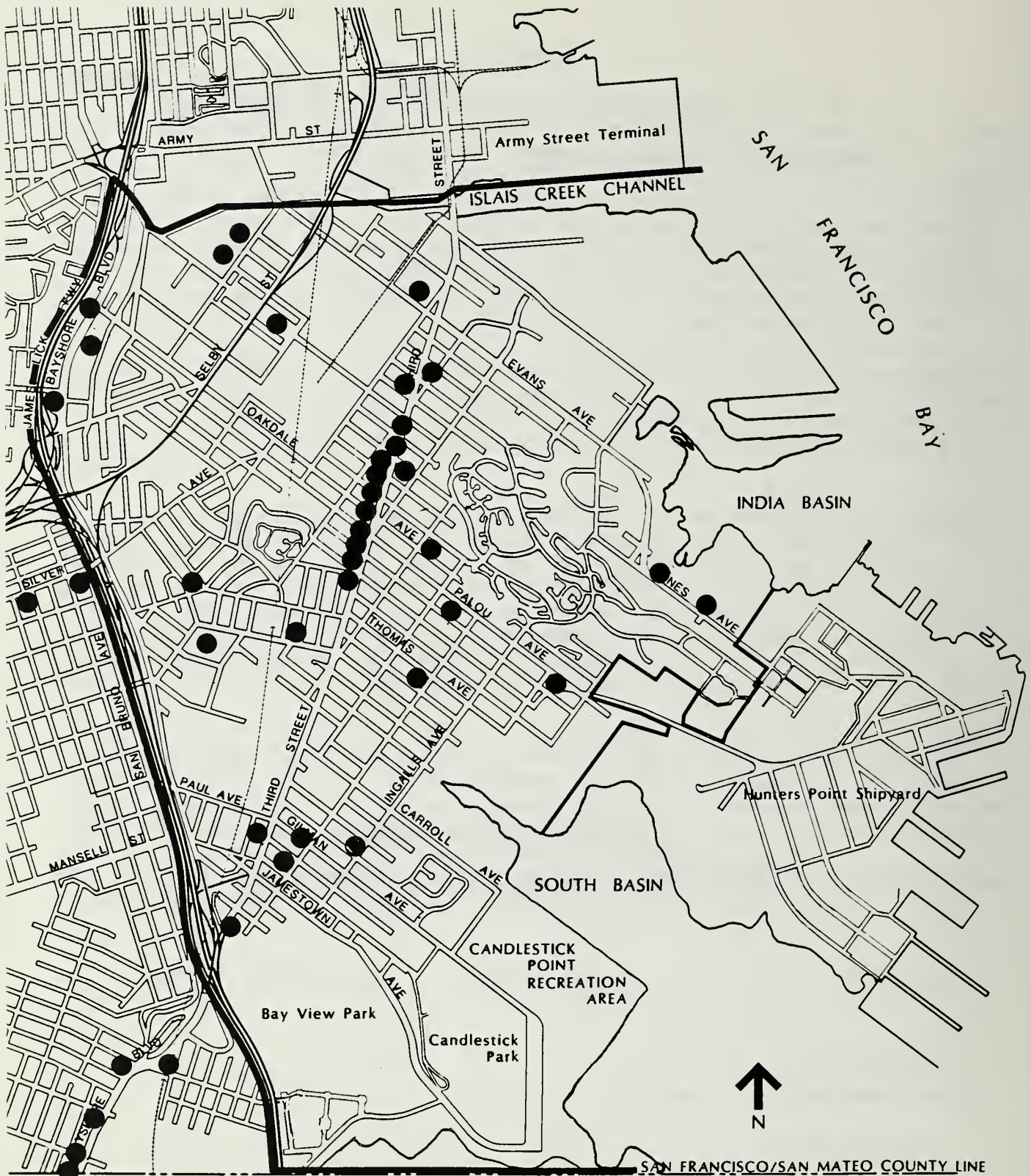
<u>Zoning Area</u>	<u>General Liquor</u>	<u>Beer &amp; Wine</u>	<u>Total</u>
NC-1	2	0	2
NC-3	17	2	19
M-1	3	5	8
M-2	0	1	1
RH-1	10	0	10
RH-2	3	0	3
RM-1	0	0	0
RM-2	0	0	0
C-M	2	0	2
NC-S	0	1	1

TABLE 15

OFF-SALE LIQUOR LICENSESTHIRD STREET, MISSION STREET, CLEMENT STREET

<u>District</u>	<u>General Liquor</u>	<u>Beer &amp; Wine</u>	<u>Total</u>
Third Street (Innes thru Van Dyke Streets)	14	1	15
Mission Street (Fairmont thru 25th Streets)	12	4	16
Clement Street (19th thru 27th Avenues)	6	2	8

SOURCE: Department of City Planning (August 1987)



**South Bayshore  
Inventory of Off-Sale Liquor Licenses**

**Figure 7**

● Location (one outlet)

## ISSUES

Some of the principal land use issues affecting the South Bayshore community are summarized below.

### Zoning Change - Third Street

- What changes, if any, are needed in existing zoning to discourage the dispersal of commercial activity along Third Street and encourage it at certain nodes, particularly in the core area around the Opera House?

### Height Limit Change - Third Street and Bayshore West

- Present height regulations permit building up to 105 square feet in the neighborhood commercial section of Third Street between McKinnon and Revere Streets. Would it be desirable to lower this height limit in order to encourage more intense pedestrian-oriented retail and eating and drinking activity at a building scale that is more compatible with the existing physical character of the area? Would it also be desirable to amend the height regulations for the South Basin West industrial subdistrict from an existing limit of 65 feet to a lower limit of 40 feet to further protect the existing building scale in the interior area of South Bayshore?

### Non-Conforming Uses

- What changes, if any, are needed in the existing planning code to discontinue the remaining noxious industrial uses in residential areas?
- Can zoning changes be used to reduce or eliminate the socially noxious impacts, e.g. loitering, public drinking, etc., of certain limited commercial uses located in the heart of otherwise stable residential areas.

### Overconcentration of Off-Sales Liquor Establishments

- Can changes in existing zoning be used to restrict new growth in the number of off-sales liquor establishments which appear to be overly concentrated along Third Street and in the district as a whole?



## TRANSPORTATION

This report deals with existing transportation conditions in South Bayshore. Specific subjects addressed below include major streets and highways, traffic volumes, traffic levels of service, truck traffic, major generators, transit services, pedestrian conditions, bicycle facilities and parking conditions.

### MAJOR STREETS AND HIGHWAYS

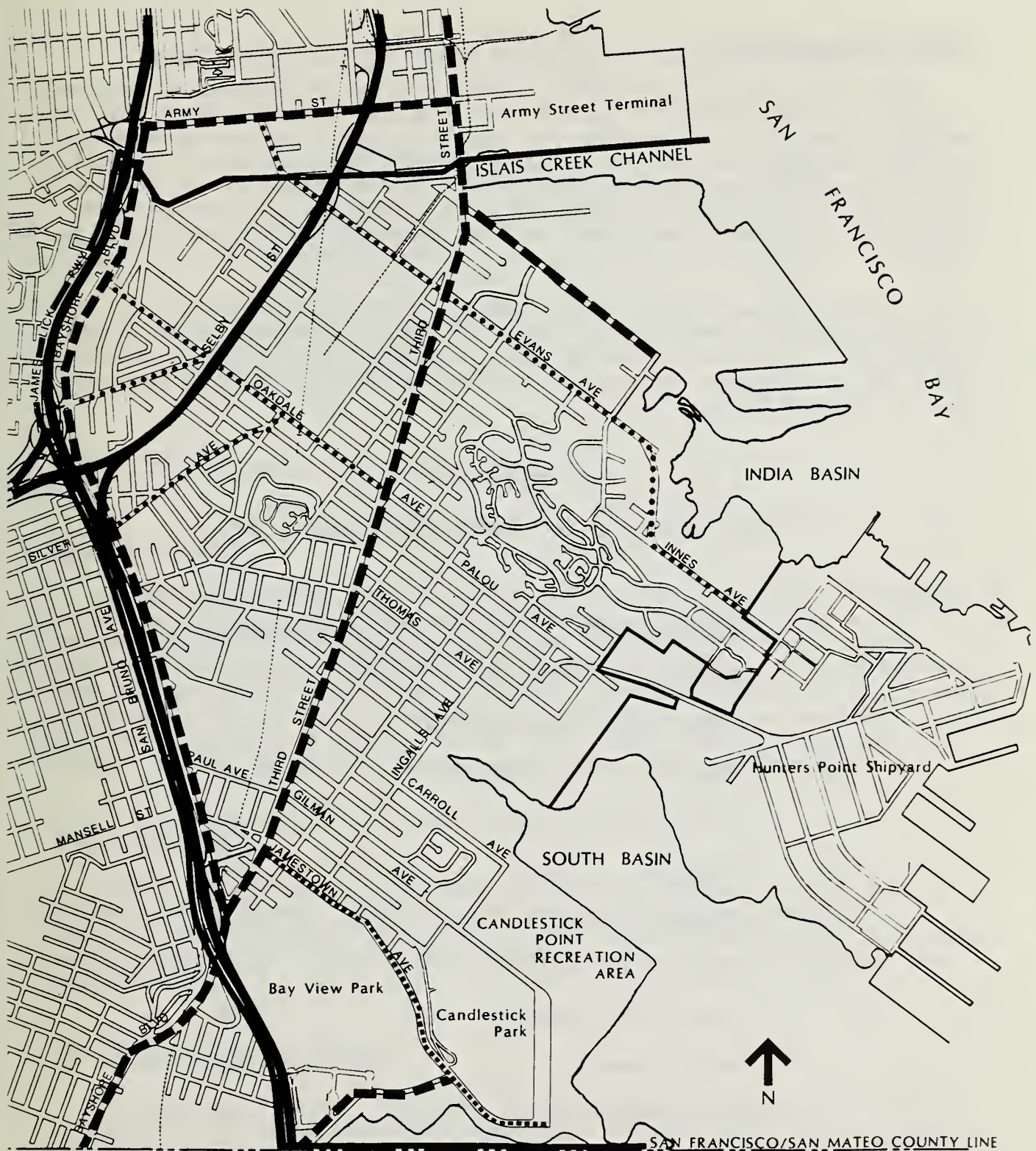
Figure 8 indicates the existing street network in the South Bayshore area. Streets are classified into the following categories designated by the Transportation Element of Master Plan:

- Freeways;
- Major Thoroughfares;
- Secondary Thoroughfares;
- Recreational Streets;
- Collector Streets; and
- Local Streets.

Two freeways (U.S. 101 and I-280) serve the South Bayshore. I-280 is four to six lanes wide through the study area while U.S. 101 varies in width from six to nine lanes. Third Street, Cargo Way and Harney Way are the only roadways classified as Major Thoroughfares within the study area. Third Street is six lanes wide, Cargo Way is four lanes wide, and Harney Way is five lanes in width. Roadways classified as Secondary Thoroughfares within the South Bayshore include Evans Avenue (four lanes wide), Oakdale Avenue (four lanes west of Industrial Street, three lanes east of Industrial Street), Silver Avenue (two lanes in width) and Industrial Street (four lanes in width). Jamestown Avenue is classified as a recreational street. All other streets in the area are considered either connector or local streets. Third Street is also classified as a Transit Preferential Street, meaning that it is an important transit street on which transit vehicles should be given priority over other traffic.

### LOCAL STREET PATTERNS

Most of the streets in the South Bayshore area conform to a grid pattern running northwest to southeast (parallel to Evans Avenue), and northeast to southwest (parallel to Ingalls Avenue). The major exceptions to this pattern are Third Street, which cuts across the grid from north to south, and the local streets which serve the hilly portions of the area. The South Bayshore grid network does not connect to the street networks west of U.S.101, north of Islais Creek, or south of Bay View Hill. Third Street, Evans Avenue, Silver Avenue and Oakdale Avenue are the only streets in the South Bayshore area which continue across study area boundaries to provide linkages to the street system outside of the South Bayshore.



**South Bayshore  
Existing Streets and Roadways**

**Figure 8**

- Freeway
- - -** Major Thoroughfare
- .....** Secondary Thoroughfare
- . - . -** Recreational Street

## TRAVEL CHARACTERISTICS

1980 census data indicates that residents of the South Bayshore area are slightly more auto-oriented than San Franciscans as a whole. South Bayshore residents average 1.2 automobiles per household, while the average number of cars per household for the city as whole is 0.9. Approximately 48 percent of South Bayshore residents drove alone to work in 1980, compared to 34 percent for the entire city. Approximately 29 percent of South Bayshore residents rode public transportation to work in 1980, compared to a city-wide rate of 39 percent.

The Metropolitan Transportation Commission (MTC) has identified the commute patterns of South Bayshore area residents and workers based on the 1980 census. The place of work of South Bayshore area residents is shown on Table 16. The place of residence of people who work in the South Bayshore area is shown on Table 17.

TABLE 16  
PLACE OF WORK OF SOUTH BAYSHORE RESIDENTS, 1980

<u>WORK LOCATION</u>	<u>PERCENTAGE</u>
Downtown San Francisco	35.7%
Within South Bayshore Area	12.7%
Remainder of San Francisco	<u>34.0%</u>
Subtotal-San Francisco	82.4%
San Mateo County	11.3%
Alameda County	3.0%
Santa Clara County	1.3%
Contra Costa County	1.2%
Solano County	0.6%
Marin County	<u>0.2%</u>
TOTAL	100.0%

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SOURCE: Metropolitan Transportation Commission



TABLE 17  
PLACE OF RESIDENCE OF PEOPLE WHO WORK IN THE SOUTH BAYSHORE AREA

<u>HOME LOCATION</u>	<u>PERCENTAGE</u>
South Bayshore Area	5.2%
Remainder of San Francisco	<u>45.0%</u>
Subtotal (San Francisco)	50.2%
San Mateo County	28.2%
Alameda County	8.1%
Contra Costa County	4.8%
Marin County	4.5%
Santa Clara County	2.1%
Solano County	1.1%
Sonoma County	<u>0.9%</u>
TOTAL	100.0%

SOURCE: Metropolitan Transportation Commission

### TRAFFIC PATTERNS

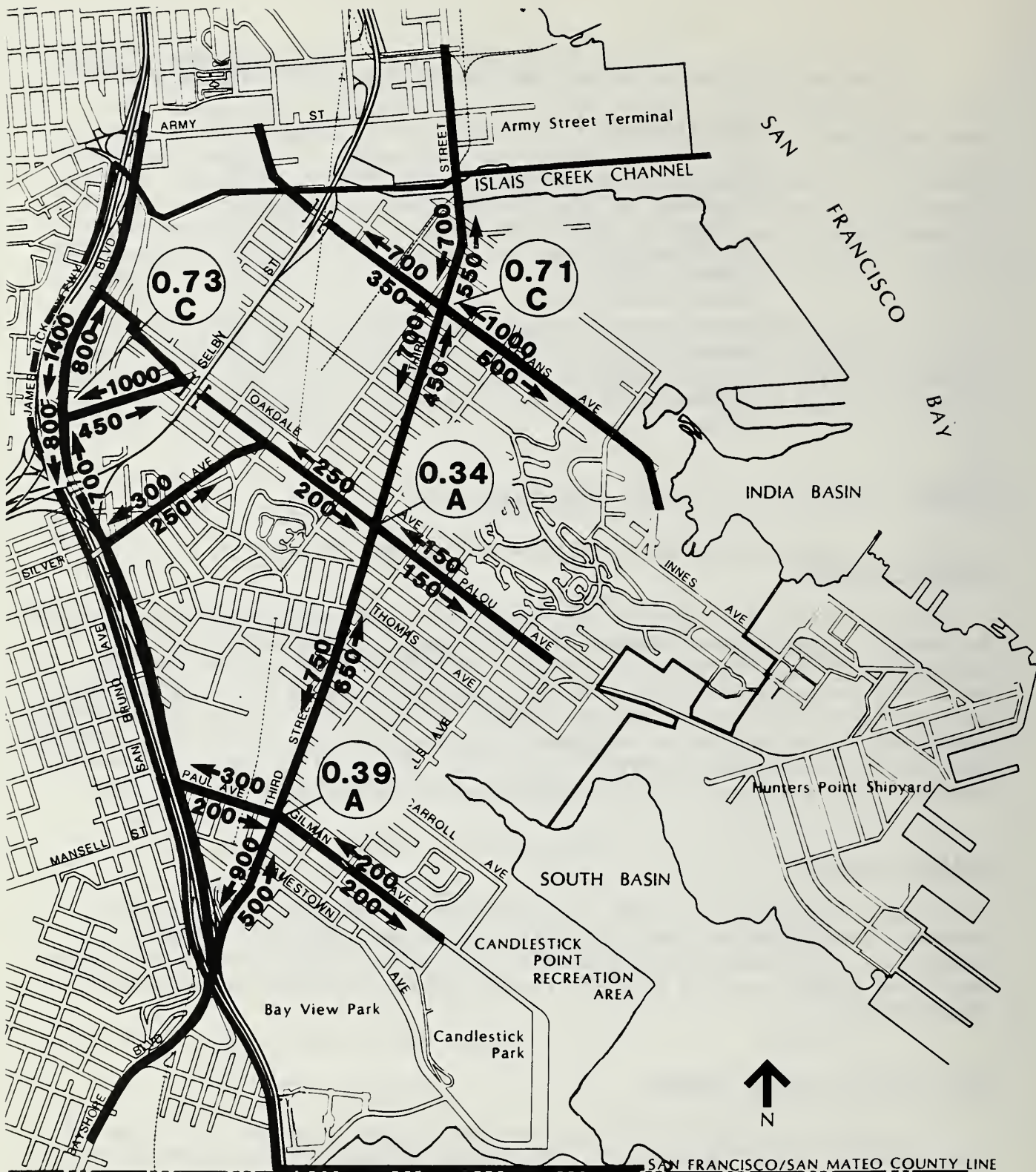
South Bayshore area traffic patterns can be characterized by predominantly northbound travel (toward downtown San Francisco) in the morning and predominantly southbound travel (toward San Mateo County) in the evening. On major east-west streets that serve the industrial area of the South Bayshore, such as Evans Avenue and Industrial Street, traffic patterns are predominantly eastbound in the morning and westbound in the afternoon. On east-west streets that serve residential portions of the area, such as Palou Avenue and Paul Avenue, traffic volumes are fairly evenly distributed throughout the day.

### TRAFFIC VOLUMES

Figure 9 shows typical P.M. peak hour traffic volumes on major South Bayshore area roadways. The P.M. peak hour on South Bayshore streets typically occurs between 4:15 and 5:15 P.M. Bayshore Boulevard, Evans Avenue and Third Street have the heaviest traffic volumes of South Bayshore area thoroughfares.

### THE LEVEL-OF-SERVICE CONCEPT

The quality of traffic flow on a roadway system is measured in terms of the capacity of the system versus the traffic volumes which use the system. The level of service (LOS) concept is a standard means of expressing the types of traffic conditions associated with various levels of traffic volumes versus capacity. There are six levels of service, ranging from level A, representing free-flow conditions, to level F, representing jammed conditions. The characteristics of traffic flow for these various levels of service are summarized in Table 18.



**South Bayshore  
Existing Traffic Volumes and Intersections  
Levels Of Service  
P.M. Peak Hours**

**Figure 9**



TABLE 18  
INTERSECTION LEVELS OF SERVICE DESCRIPTIONS

<u>Level of Service</u>	<u>Description</u>	<u>Volume/Capacity (V/C) Ratio/a, b/</u>
A	Level of Service A describes a condition where the approach to an intersection appears quite open and turning movements are made easily. Little or no delay is experienced. No vehicles wait longer than one red traffic signal indication at signalized intersections. The traffic operation can generally be described as excellent.	less than 0.60
B	Level of Service B describes a condition where the approach to an intersection is occasionally fully utilized and some delays may be encountered. Many drivers begin to feel somewhat restricted within groups of vehicles. The operation can generally be described as very good.	0.61 - 0.70
C	Level of Service C describes a condition where the approach to an intersection is often fully utilized and back-ups may occur behind turning vehicles. Most drivers feel somewhat restricted, but not objectionably so. The driver occasionally may have to wait more than one red traffic signal indication at signalized intersections. The traffic operation can generally be described as good.	0.71 - 0.80
D	Level of Service D describes a condition of increasing restriction causing substantial delays and queues of vehicles on approaches to the intersection during short times within the peak period. However, at signalized intersections there are enough signal cycles with lower demand such that queues are periodically cleared, thus preventing excessive back-ups. The traffic operation can generally be described as fair.	0.81 - 0.90
E	Capacity occurs at Level of Service E. It represents the most vehicles that any particular intersection can accommodate. At capacity there may be long queues of vehicles waiting up-stream of the intersection and vehicles may be delayed up to several signal cycles. The traffic operations can generally be described as poor.	0.91 - 1.00



<u>Level of Service</u>	<u>Description</u>	<u>Volume/Capacity (V/C) Ratio/a,b/</u>
F	Level of Service F represents a jammed condition. Back-ups from locations downstream or on the cross street may restrict or prevent movement of vehicles out of the approach under consideration. Hence, Volumes of vehicles passing through the intersection vary from signal cycle to signal cycle. Because of the jammed condition, this volume would be less than capacity.	1.01+

/a/ Capacity is defined as Level of Service E.

/b/ V/C Ratios apply to signalized intersection only.

SOURCE: Highway Capacity Manual, Highway Research Board, 1965.

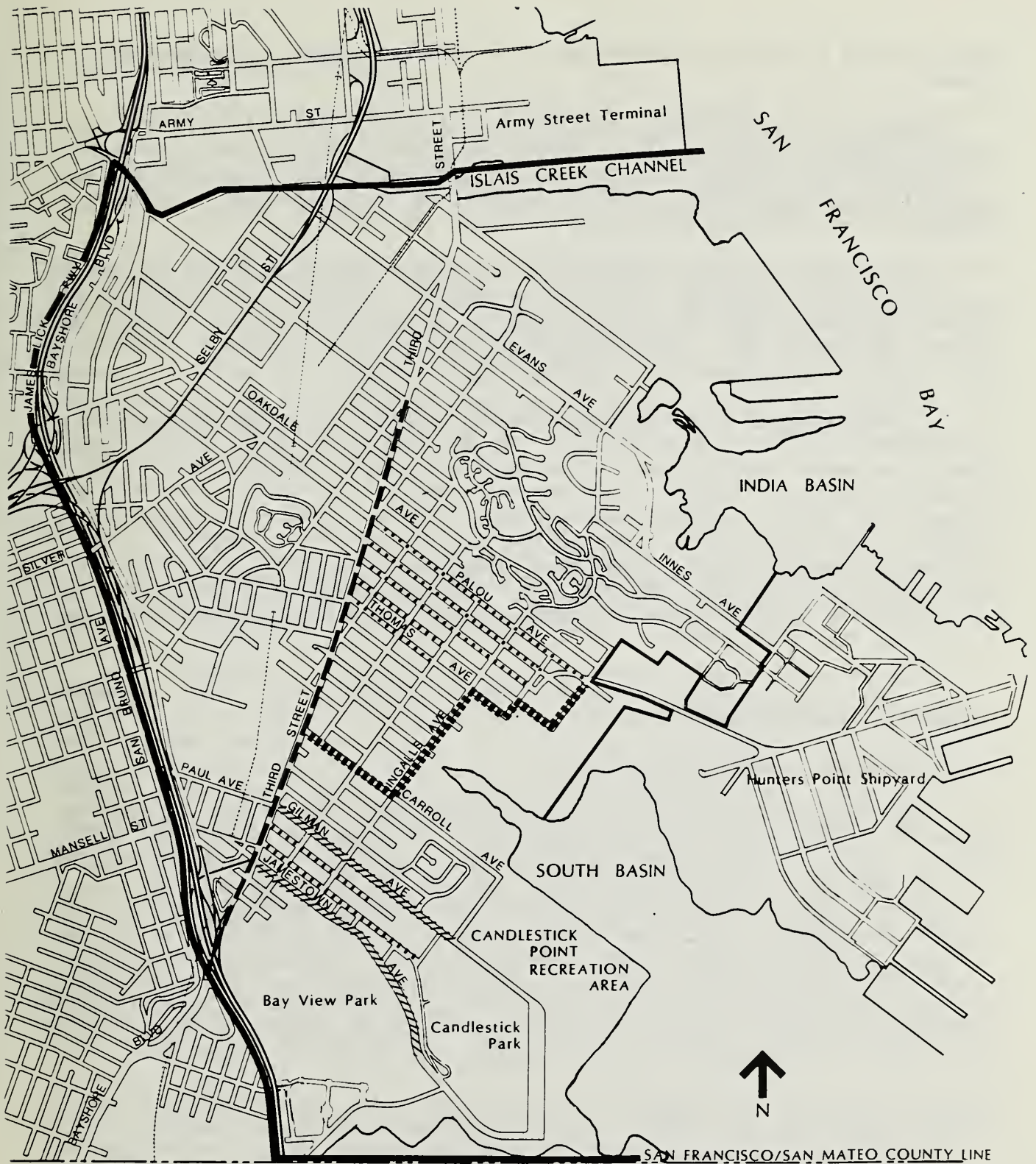
The service volume of traffic of a roadway divided by the capacity of the roadway is called the volume-to-capacity ratio or V/C. If the amount of traffic on a roadway is equal to its capacity, the V/C ratio will be 1.00. V/C ratios can be translated into levels of service. A V/C ratio of 0.80 would indicate level of service "D." Ratios less than 0.80 would indicate acceptable service levels, while ratios greater than 0.80 indicate congestion.

### TRUCK TRAFFIC

The industrial land uses within the South Bayshore area generate a significant volume of truck traffic on study area roadways. Additionally, industrial activities north of Islais Creek sometimes generate through truck trips on Third Street between the U.S. 101/Third Street/Bayshore Boulevard interchange and areas north of Islais Creek.

A 1986 vehicle classification count on Third Street south of Evans Avenue during the P.M. peak hour identified a volume of 110 trucks on Third Street, or about eleven percent of the traffic on that street. A 1987 vehicle classification count on Third Street at Jamestown Avenue between 10 and 11 A.M. recorded 250 trucks on Third Street, of which 105 were trucks with three or more axles. The 250 trucks made up about 35 percent of total vehicles on the road at this hour of the day.

In order to decrease the undesirable impacts of truck traffic on South Bayshore area streets, the City of San Francisco has placed various restrictions on truck traffic on several area roadways. These restrictions are shown on Figure 10. In general, trucks weighing more than 5 1/2 tons (11,000 pounds) are prohibited from making through trips on Third Street between Jamestown Avenue and Jerrold Avenue. These trips are encouraged to be



## South Bayshore Existing Truck Restrictions

**Figure 10**

— No Through Trucks Over 11,000 LBS.

//// No Through Commercial Vehicles

..... No Vehicles Over 6,000 LBS.

■■■■■ Truck Route



made instead via Bayshore Boulevard, U.S. 101-Army Street, or I-280-Army Street.

Trucks over 6,000 pounds are prohibited on the residential portions of Palou, Quesada, Revere, Shafter, Thomas, Underwood, Hollister and Ingerson Avenues east of Third Street. These trips are encouraged to be made via a recently established truck route on Ingalls and Carroll Avenues. Through commercial vehicles are prohibited on Gilman and Jamestown Avenues.

A 1975 study of truck traffic on Third Street performed by the Department of Public Works found that about eleven percent of the trucks on Third Street travel continuously on Third Street between Third Street at U.S. 101 and Third Street at Army Street. The remaining 89 percent of the trucks on Third Street have destinations either east or west of Third Street.

A limited number of large trucks on Third Street were followed by the Department of City Planning staff on Tuesday, August 11, 1987. Of the twelve trucks followed, four (33 percent) were through trucks between Jerrold and Jamestown Avenues. Other trucks were destined for industrial sites on Donner, Egbert, and Williams Avenues, among other locations. According to the San Francisco Municipal Court, approximately 15 citations were issued to truck drivers during the first six months of 1987 for illegally driving on South Bayshore area residential streets. No violations were issued for through truck traffic on Third Street, perhaps in part due to the difficulty of enforcing this restriction.

## MAJOR TRAFFIC GENERATORS

### Candlestick Park Generated Traffic

Candlestick Park, located in the southeastern corner of the study area, generates significant transportation impacts before and after special events held at that facility. Candlestick Park is a 60,000 seat sports stadium which is the home of the San Francisco 49ers and the San Francisco Giants. Candlestick Park events attended by more than 15,000 spectators have significant impacts on the South Bayshore neighborhood bounded by Third Street, Jamestown Avenue, Gilman Avenue and Candlestick Park. On-street parking is prohibited on portions of Jamestown, Ingerson, Gilman, Paul and Salinas Avenue before and after major events at Candlestick Park, which forces residents to adapt their parking schedule to stadium events. Even with these parking restrictions, post-game traffic is slow moving and congested.

Jamestown Avenue becomes a one-way street toward the stadium before major events, and a one-way street away from the stadium after major events. This arrangement makes access to homes on Jamestown Avenue and on the surrounding streets difficult for the period following the conclusion of the event. Emergency access is a particular concern. While Ingerson Avenue is supposed to remain two way at all times in order to provide access to homes on Jamestown Avenue, the police resources needed to maintain two-way operation are not always available.



## Hunters Point Naval Shipyard

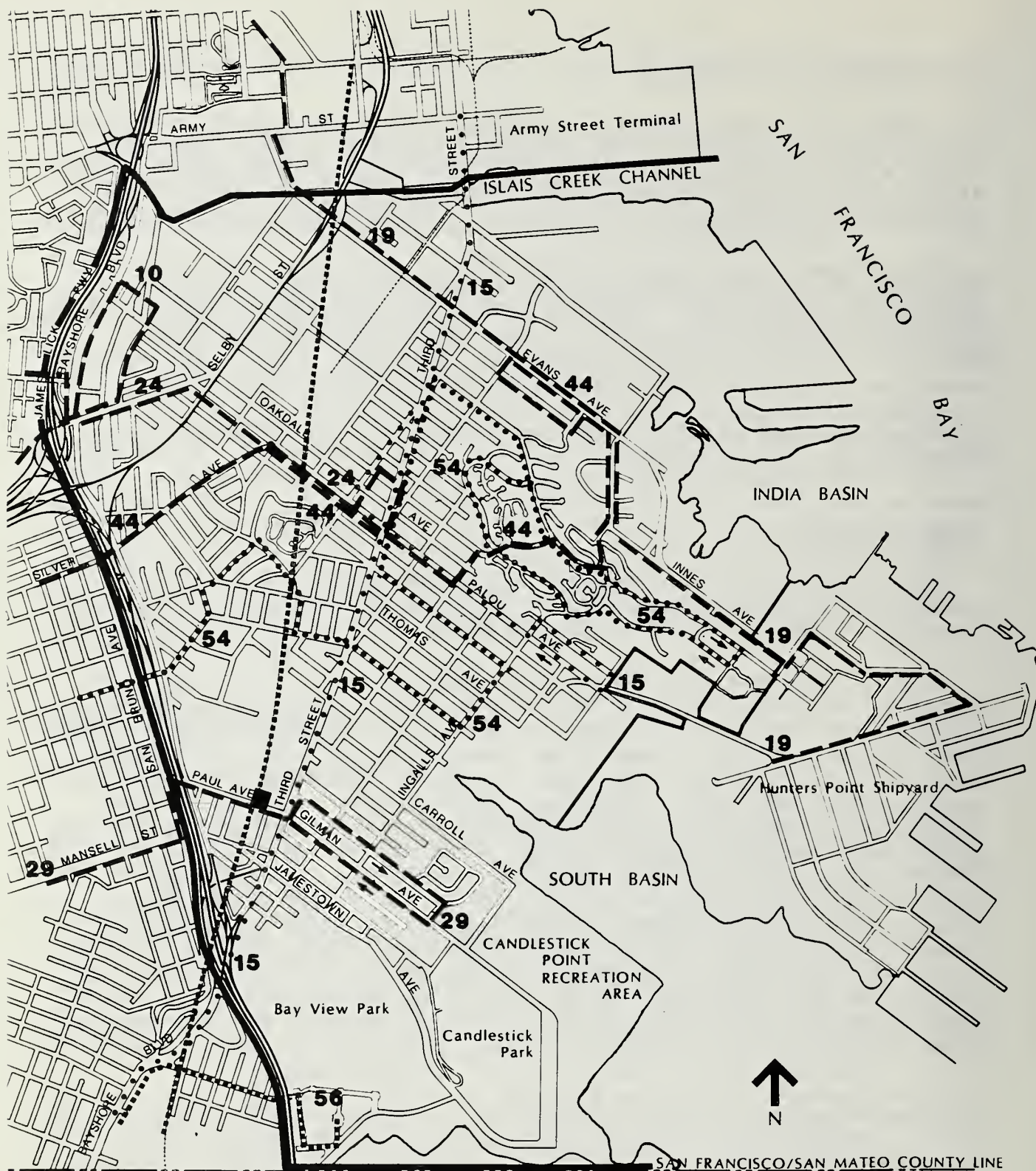
Hunters Point Naval Shipyard is a 958 acre government facility located on the east side of the study area. The facility was occupied primarily by Triple A and its subtenants under a lease from the Navy until recent months. In 1986, approximately 415 navy employees worked at Hunters Point, while approximately 800 employees of Triple A or its subtenants were employed there.

The shipyard is accessed via Evans Avenue, which turns into Hunters Point Boulevard and then into Innes Avenue. A secondary emergency access is provided via Crisp Avenue. The Navy is currently considering placement of the battleship Missouri at Hunter Point, thus intensifying the use of this facility. The impacts associated with the battleship, U.S.S. Missouri, are addressed in the Environmental Impact Statement (EIS) prepared for the Department of the Navy, and will be summarized as a part of the overall environmental impact assessment for South Bayshore at a later stage in the comprehensive planning process.

## TRANSIT SERVICES

Both the San Francisco Municipal Railway and Caltrain provide transit service to the South Bayshore area. Transit routes are shown on Figure 11. Individual routes are briefly described below.

The 15-THIRD Muni route is the most important route serving the South Bayshore. This route connects the South Bayshore to downtown San Francisco and Fisherman's Wharf to the north and to Visitacion Valley, the Balboa Park BART station, and City College of San Francisco to the west. This route operates 24 hours per day, with buses running as frequently as every eight minutes during peak hours. Other Muni routes serving the South Bayshore include the 19-POLK, which connects Hunters Point Naval Shipyard to the Civic Center and Fisherman's Wharf via Evans Avenue and Potrero Hill; the 24-DIVISADERO, which runs from Third and Palou to the Upper Fillmore neighborhood by way of Bernal Heights, Noe Valley, Eureka Valley and the Western Addition; the 29-SUNSET, which connects the South Bayshore to the Sunset District by way of Paul Avenue, Wilson High School, McLaren Park, the Balboa Park BART station, the Ingleside District, and Stonestown Shopping Center; the 44-O'SHAUGHNESSY, which connects the Hunters Point area with the Inner Richmond district by way of Silver Avenue, the Glen Park BART station, Laguna Honda Hospital and Golden Gate Park; the 54-FELTON, which connects the Hunters Point area with the Daly City BART station by way of Williams Avenue, the Excelsior District, the Balboa Park BART station and the Ingleside District; and the 56-RUTLAND, which connects the Executive Park and Little Hollywood areas with Visitacion Valley by way of Blanken Avenue. Patronage and service volume data for each of these Muni routes is shown on Table 19.



## South Bayshore Existing Transit Services

- ..... To/From Downtown
- Crosstown
- ..... Community Service
- ..... CalTrain
- CalTrain Station

**Figure 11**



TABLE 19  
PATRONAGE AND SERVICE VOLUME DATA  
Municipal Railway Transit Services

<u>ROUTE</u>	<u>AVERAGE DAILY PASSENGERS</u>	<u>DAILY VEHICLE HOURS</u>	<u>PASSENGERS PER VEHICLE HOUR</u>
15	28,900	280	103
19	17,300	165	105
24	19,200	184	105
29	15,400	165	93
44	19,100	144	133
54	6,000	85	70
56	600	22	27

SOURCE: Municipal Railway, Short-Range Transit Plan, 1987 -1992 (August 1987)

Muni has received numerous complaints about bus service on the 54-FELTON line. Problems that have been identified include missed runs and inconvenient transfers to other routes such as the 15-THIRD and 44-O'SHAUGHNESSY. Muni also reports problems operating on this line due to rocks being thrown at buses, fare altercations and drivers refusing to work the line. Problems appear to be most frequent on the hill portion of the route.

Caltrain also provides transit service to the South Bayshore area, with stops at the Paul Avenue Station (near the intersection of Third Street and Paul Avenue) and the Bayshore Station (near the intersection of Tunnel Road and Beatty Avenue). Ridership surveys of Caltrain indicate that on a typical weekday approximately 50 passengers get on and off the train at the Paul Street station, while approximately 100 passengers get on and off each day at the Bayshore station.

#### PARATRANSIT SERVICES

Paratransit services in the South Bayshore area include group van services, taxi services, and special wheelchair accessible transit services. The City Public Utilities Commission (PUC) funds group van services for South Bayshore agencies such as the Bayview Hunters Point Multi-Purpose Senior Center and the Bayview Double Rock Senior Center. Individuals who require wheelchair accessible transportation service may use van services provided by California Medivan between 7 A.M. and 11 P.M. with twenty-four hour advance notice. Subsidized taxi service is also available to disabled residents of San Francisco through Yellow Cab, Luxor Cab, City Cab, and De Soto Cab. Qualified users may purchase taxi scrip at 10 percent of its face value. This service is available 24 hours per day. South Bayshore residents currently



account for eight percent of the city-wide subsidized taxi ridership. Due to current funding constraints, there is a waiting list for new users of the three services.

Additionally, the Mayor's Office of Community Development currently funds a lift-equipped van service specifically for medical trips for low-income residents of the South Bayshore. This service carries about 600 riders per month, and there is no waiting list. Arrangements for all of the above services can be made through the city's paratransit broker, Human Resources Corporation.

### PARKING CONDITIONS

On-street parking is generally available within most residential areas of South Bayshore, although rising auto-ownership rates appear to be increasing the competition for the finite supply of on-street spaces. In some sections of South Bayshore, as in other San Francisco neighborhoods, the parking supply is decreased by the presence of abandoned cars. The San Francisco Police Department is currently undertaking a major effort to remove abandoned cars from all San Francisco streets with the help of a new towing contractor.

The most serious parking problems in the South Bayshore area occur on the commercial section of Third Street between McKinnon and Thomas Avenues. A parking duration and turnover study was conducted by the Department of City Planning on four of these blocks on Wednesday, August 26, 1987, between 10 A.M. and 3 P.M. During this period, an average of 90 percent of the metered parking spaces on Third Street were occupied, indicating that many potential shoppers may have difficulty locating convenient parking. The parking duration study revealed that many of the on-street parking spaces on Third Street are occupied by merchant and employee-owned vehicles, which stay well beyond the 60 minute time limit in effect in metered spaces. Of the 36 metered spaces surveyed, eleven of them (31 percent) were occupied by the same vehicle throughout the five hour study period. Only one of these vehicles received a citation. This parking behavior results in customers parking some distance away on side streets, parking in bus zones, double-parking, or simply not shopping on Third Street.

### BICYCLE FACILITIES

Some South Bayshore area streets are designated as bikeways. These are Class III bikeways, meaning that there are bike route signs only and no painted bike lanes. Bicycle activity in the South Bayshore area is generally light: counts on Third Street near Evans Avenue made in August, 1986, indicated only seven cyclists on this street between 3:00 and 6:00 P.M.\*

\* EIS: Homeporting page 3-89

## PEDESTRIAN CIRCULATION

The highest concentration of pedestrian activity in the South Bayshore area typically occurs on the retail section of Third Street, between McKinnon and Thomas Avenues. The 80 foot curb-to-curb width of Third Street may make this street uninviting for some pedestrians to traverse. Physical obstacles to pedestrian circulation in the area include U.S. 101 and the Islais Creek Channel.

## ISSUES

Principal transportation issues affecting the South Bayshore community are summarized below.

### Traffic Congestion

- What are the traffic impacts associated with projected land use developments within the South Bayshore, including the homeporting of the U.S.S. Missouri? What roadway improvements are necessary in order to mitigate these traffic impacts?

### Transit Service

- How much additional transit service will be needed in the South Bayshore? Should light rail transit be considered on Third Street? What improvements can be made to existing routes and services to increase their effectiveness and convenience? Would additional transit service, such as a new light rail extension down Third Street, stimulate new residents, commercial, and/or industrial development along the street? Would such development be desirable?

### Truck Traffic

- How can truck traffic be reduced on South Bayshore residential streets and on Third Street? What are the impacts of improved signage of truck routes, increased enforcement, and the proposed Islais Creek interchange?

### Parking

- What are the future parking needs of Third Street businesses for industrial uses, for residential uses? How can the efficiency of existing parking resources be maximized?

### Candlestick Park Traffic

- How can the Candlestick Park traffic impacts on the surrounding neighborhood be mitigated? What will be the impact of the loss of approximately 5,000 parking spaces in the vicinity of Candlestick Park due to the expansion of Candlestick Point State Recreation Area?

### Pedestrian Circulation

- Would the community benefit from a sidewalk widening program on Third Street? What would be the impacts on parking, traffic and transit? What impact would such a program have on crime on Third Street?



## **HOUSING**

This report deals with issues affecting housing conditions in South Bayshore. Specific subjects addressed include: Location, Housing Stock, New Construction, Residential Quality, Zoning, Housing Opportunities, Future of Subsidized Housing Units, and Housing Affordability.

### **LOCATION**

South Bayshore residential areas are located in and around the Hunters Point, Silver View, and Bayview Hills, each of which offers great views of the surrounding bay and is surrounded by industry and/or commerce. The entire South Bayshore residential areas are separated by the James Lick Freeway to the west, by Candlestick Park on the south, by the Naval Shipyard on the east, and by the India Basin Industrial Park and other industrial areas on the north. The Third Street commercial corridor links the Hunters Point, Silverview, and Bayview residential neighborhoods. This corridor contains apartments and most of the residential structures outside of the residentially zoned areas.

### **HOUSING STOCK**

In 1986 South Bayshore contained approximately 8,155 housing units, based on 1980 census count of 7,514 units plus a net addition of 641 units since 1980. South Bayshore housing is characterized primarily by attached single family homes, large family households, and a large percentage of low and moderate income housing.

These characteristics contrast with citywide averages: approximately 80% of Bayview housing is single family housing compared to 34% citywide; 56% of the district's units are owner occupied compared to 33% citywide; and the size of households is generally larger with an average of 3 persons per household compared to 2.19 citywide. A summary of these statistics are shown in Table 20.

Except for new housing construction at Hunters Point Hill and Silverview Terrace, most of the housing stock (61%) was built prior to 1949. This housing is generally of sound quality construction and consists of one story flats over a garage as found in the Richmond, Sunset, or Excelsior districts. Presently, these type of units range in price from about \$125,000 to \$150,000 compared to similar type of units elsewhere in the city which range from about \$150,000 to \$250,000.

Recent new housing construction has been primarily in the Hunters Point Redevelopment and Housing Authority areas. These areas contain about 30% of Bayview's housing stock. Approximately 1,374 housing units have been constructed in the Hunters Point Redevelopment area since 1970 and about 377

TABLE 20  
COMPARISON of SOUTH BAYSHORE and CITYWIDE  
HOUSING CHARACTERISTICS

	<u>Citywide</u>	<u>South Bayshore</u>
Total Housing Units	322,384	8,155
% Citywide total	100%	2.5%
% Single Family	34%	80%
% Multi-family	66%	20%
Tenure (Percent)		
Owner occupied	33%	56%
Rental units	66%	44%
Unit Size (Percent)		
1 bed or less	40%	15%
2 bed	38%	45%
3 or more	22%	40%
Total households	298,956	7,150
% Single persons	21%	7%
% Families	18.1%	25%
% Female householder	2.1%	5%
Persons per household	2.19	3.0
Persons per family	3.12	3.52
Housing Authority Units	6,766	939
% Citywide total	100%	14%
% Total housing stock	2%	11.5%
S.F. Units in Redevelopment Areas	17,457	1,374
% of Citywide total	100%	7.8%
% Market rate units	57%	10%
% Lower income Units	43%	90%
Housing units planned	5,013	377

SOURCE: 1980 Census Data from the Bureau of Building Inspection,  
San Francisco Redevelopment Agency, and San Francisco Housing  
Authority

units are scheduled for construction before 1990. Most of the new units are for low and moderate income households. Typically they have been constructed by nonprofit housing development corporations with assistance from public sector financing and Federal Section 8 rent subsidies. The market rate units so constructed are also moderately priced. Prices on new rental units range from about \$300 a month to \$900 a month depending on unit size and project, with rental subsidies based on Section 8 income limits. New owner units have ranged in price from \$55,000 for expandable homes to \$140,000 for 3 bedroom single family townhouses in the La Salle Heights area. The new Hunters Point Redevelopment area contains 144 single family units, 146 elderly units, and 395 cooperative units, and 689 rental apartments. These projects are listed in Appendix B.

San Francisco Housing Authority low income housing projects in South Bayshore total 939 units, most of which have been modernized or rehabilitated with the past ten years. All except one of these projects are located in the Hunters Point Hill. The other is located near Candlestick Park in the Southern Bayview district. Rents on Housing Authority units are prorated based on family income and range from about \$75 to \$150 per month. These units are family units and contain no elderly units. These projects are listed in Appendix B.

Within the Third Street corridor there are 6 residential hotels containing 115 units. The residential hotels are protected by the City's Residential Hotel Unit Conversion and Demolition Ordinance. The rent for residential hotel units averaged \$133 per month with utilities. Appendix B lists these residential hotels.

As indicated on Table 13 in the Land Use report, there are 50 residential structures located outside of the residentially zoned districts in adjacent light industrial and commercial districts. Twenty of these structures are located on the Third Street neighborhood commercial district, seven are located on Innes, four on Oakdale, and three on Armstrong. Some of these residential structures have a mix of industrial or commercial uses, and some are only residential structures.

## **NEW CONSTRUCTION**

The Bureau of Building Inspection certified as complete 664 new housing units between 1980 to 1986. Almost all of the units constructed participated in some public sector housing development program: 445 units were completed in the Hunters Point Redevelopment area, 141 units at Silverview Terrace, 45 elderly units at 1711 Oakdale, and 33 units scattered in fill sites throughout the district. Most of the units completed were family size with 2 or more bedrooms, 27% were 2 bedrooms, and 52% were 3 bedrooms or more. Forty percent of the units were single family homes, and 53% were multi-family units in 2 to 4 unit buildings. More than half (52%) of the units completed were for lower income households, and 42% were moderate income owner occupied market rate units.



New units in South Bayshore have been larger and more affordable compared to citywide averages. While other City districts, such as the Richmond, Sunset, or Marina, have experienced a net loss in single family housing, the South Bayshore district has gained in single family units since 1980. From 1980 to 1986 its housing stock increased by 8% while the citywide stock increased only 2% during the same period. Meanwhile demolition of housing units in South Bayshore has virtually ceased since 1980. Only 23 units have been demolished compared to 1,048 units demolished citywide. Table 21 contrasts South Bayshore and citywide housing changes since 1980.

From 1970 to 1980, South Bayshore was active in both new construction and demolition. During this period there were 1,088 new housing units completed, mostly in the Hunters Point Redevelopment area, and there were 1,218 units demolished, mostly "temporary wartime housing." While there was a slight net loss of about 130 units during the decade, new construction and rehabilitation have greatly improved the quality of the residential housing stock in Hunters Point.

TABLE 21  
NEW HOUSING CONSTRUCTION - 1980 to 1986

	<u>South Bayshore</u>	<u>Citywide</u>
Total New Housing Units	664	7,614
% of Housing Stock	8%	2%
% Single Family	40%	8%
Unit Sizes		
% 2+ bed units	27%	
% 3+ bed units	53%	
Affordability		
% Low/Moderate Units	80%	30%
Units demolished	23	1,048
Net Gain Housing Units	641	6,566

SOURCE: Department of City Planning Estimates

#### RESIDENTIAL QUALITY

Field surveys and census data indicate that most of the South Bayshore housing stock is in sound condition and that there are no major blighted residential areas. However some neglect is evident in isolated sites throughout the district, particularly near Third Street and industrial margins, and even adjacent to the new residential development at Hunters Point.

Little information is available on housing code violations in the district. The City's on-going Building Inspection Program excludes buildings with less than four units. This program is primarily for apartments and does not generally include single family and two unit buildings.

Estimates by the Bureau of Building Inspection (BBI) based on their experience with a variety of community code enforcement program suggest that over fifty percent of South Bayshore's older residential buildings need upgrading. While field observations reveal no major areas of neglect, there is also little evidence of private sector restoration activity.

A number of voluntary code abatement and housing rehabilitation assistance programs have been made available to South Bayshore property owners since 1979. The community historically has preferred voluntary code abatement programs over mandatory compliance programs which may cause financial hardship problems. However, these voluntary programs have had limited participation. Recently there's been an effort to increase outreach information services in conjunction with existing loan programs, but there may be a need to expand existing programs to increase participation.

According to BBI, only 55 buildings have been assisted by City Rehabilitation Programs out of more than 2,000 eligible buildings in the eligible area in the South Bayshore district. A total of 62 rehabilitation loans were completed by August 1986 under the following programs: Housing Improvement Program (HIP), Home Improvement Loan Program (HILP), Community Housing Rehabilitation Program (CHRP), and Code Enforcement and Rehabilitation Fund Loan Program (SURF). (The HIP and HILP programs have recently been replaced by the SURF and CHRP programs).

The SURF program is a citywide program which provides deferred payment loans up to \$5,000 per unit for life hazard code abatement improvements to qualified owner occupant buildings with two units or less. The CHRP program is available only in Community Development designated areas which includes most of the residential portions of South Bayshore. It provides 3% interest loans up to \$20,000 per unit to owners of low and moderate income, single family and multi-family units. As of September 1987, eight SURF loans and forty-six CHRP loans were completed in the South Bayshore district.

Rehabilitation within the Hunters Point Redevelopment and Housing Authority areas has been completed and has resulted in the preservation of 22 units at the western edge, the restoration of 100 units at Mariners Village, and the rehabilitation of approximately 720 units in Housing Authority projects. A number of boarded up buildings remain near the western edge of the redevelopment area.

Housing quality involves not only the physical condition of housing structure itself but also the condition of the surrounding neighborhood and the adequacy of its amenities. Tree planting, landscaping, and underground utilities in the new Hunters Point and Silverview Terrace residential neighborhoods contrast with the overhead wires, industrial encroachment and lack of trees in older Bayview residential areas.

There is a need to buffer existing residential neighborhoods from adjacent industrial uses. Tree planting and protection of residential areas from excess traffic and industrial noise would improve the livability of these residential neighborhoods. Public improvements can be an incentive to spur private rehabilitation activity. These public improvements need to be prioritized in light of budget constraints and community support. A number of residential buffer areas are shown on Figure 12.

## ZONING

As shown on Figure 13, the predominant residential zoning in South Bayshore is RH-1 (single family), with RH-2 (two units) zoning on both sides of Third Street and along Revere Avenue and in most of the Hunters Point Redevelopment area. In addition, there are a number of higher density RM-1 areas which coincide with Housing Authority projects. The NC-3 neighborhood commercial district along 3rd Street permits residential densities based on the zoning of the nearest residential areas.

South Bayshore residential districts are surrounded and separated by M-1 light industrial zoned districts. These industrial areas separate the Hunters Point, Silverview, and Bayview residential areas. Within the residential districts there are 11 nonconforming "mom and pop" type of commercial stores and 3 light industrial uses. Five of these non conforming uses are located on Revere Street.

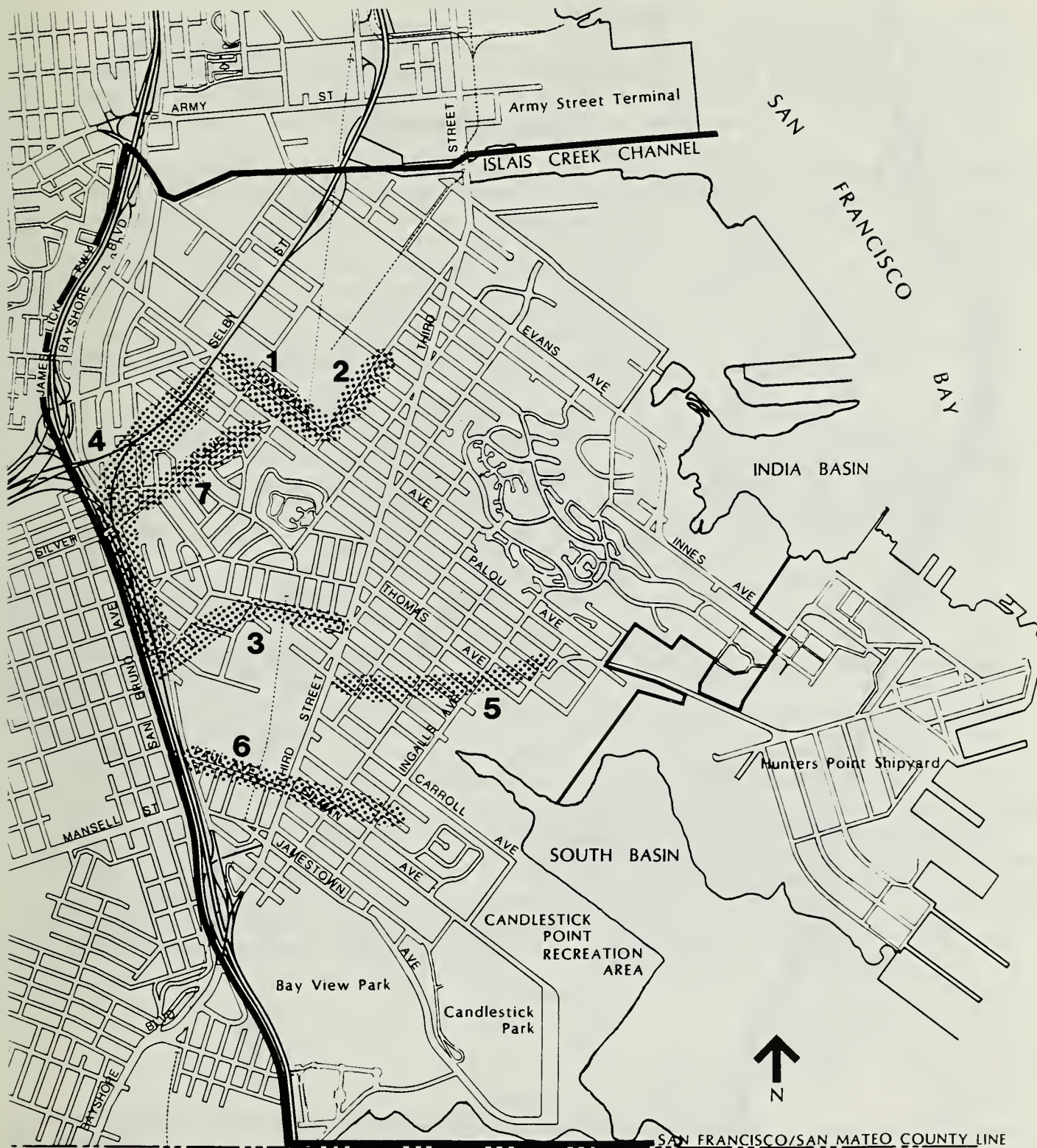
Potentially there are many land use conflicts with Bayview's high mix of industrial and residential uses. Adjacent residential streets are impacted by industrial fumes, odors, noise, truck traffic, and increased parking problems. Some of these conflicts can be mitigated with tree planting screening, improved parking and loading facilities, traffic rerouting, and other site planning improvements and controls. The most severely impacted residential boundaries have been identified in Figure 12.

A number of larger new infill residential structures have been constructed in the RH-2 district. While demolition of existing units has not been an issue in South Bayshore, a preliminary survey of the RH-2 district indicates that a substantial number of the new units involved the demolition of single family structures.

## HOUSING OPPORTUNITIES

Scattered in South Bayshore are a number of vacant residentially zoned sites that are suitable for housing construction. Surveys conducted by the Department of City Planning indicate that there are 250 vacant RH-1 sites, 33 RH-2 sites, and 3 RM-1 sites. It is estimated that approximately 500 new housing units could be constructed on these sites. In addition there are other industrial and commercial zoned sites which may be suitable for housing construction.



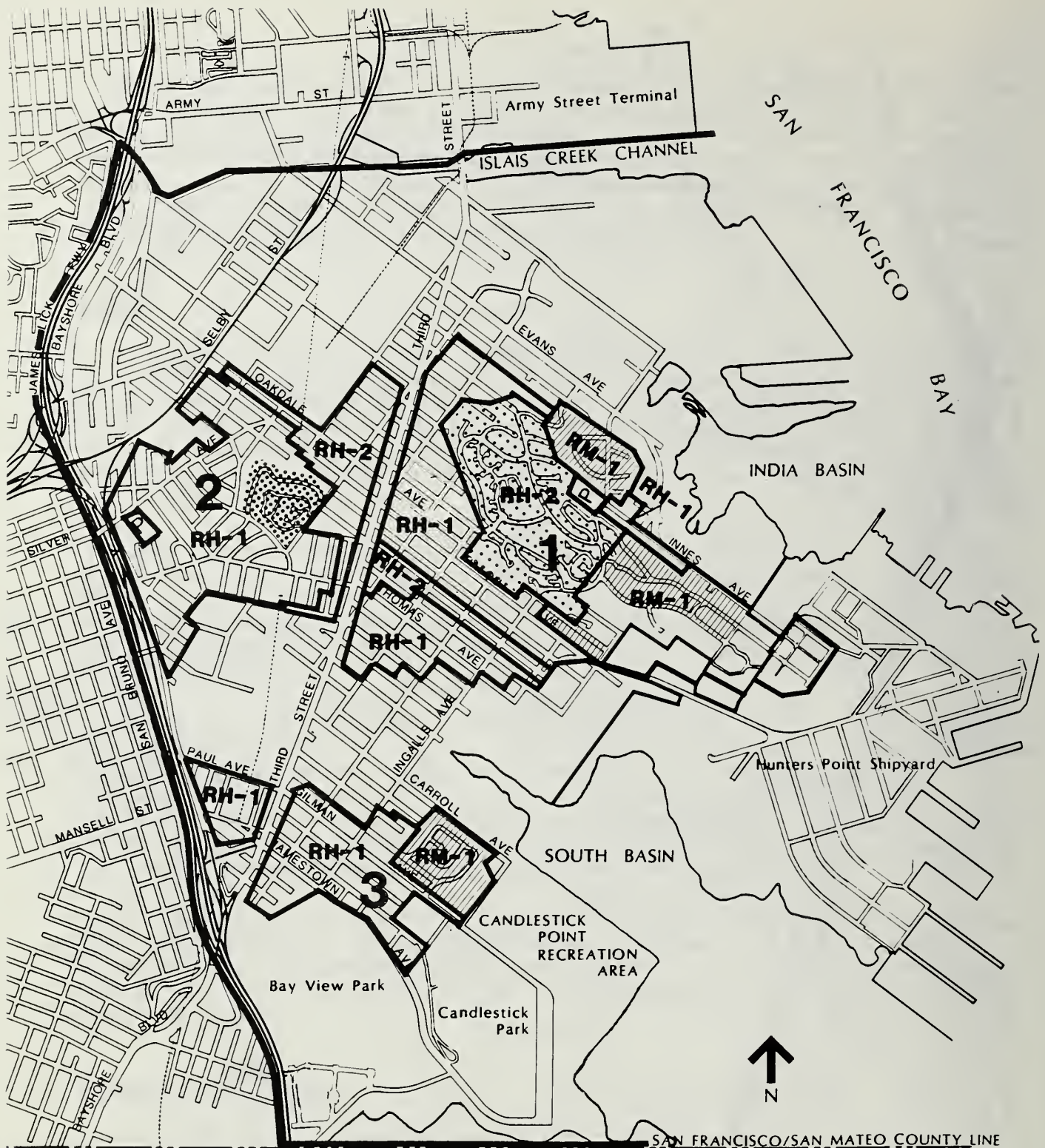


**South Bayshore Residential Buffer Areas (to be prioritized)**

**Figure 12**

- 1 Oakdale Residential Industrial Mix
- 2 Phelps Street Residential and Waste Treatment Plant Border
- 3 Silverview Southern Industrial Boundary - Safeway and Williams Ave.
- 4 I 101 and 280 Boundary
- 5 Hunters Point Southern Industrial Boundary
- 6 Bayview Northern Industrial Boundary
- 7 Silver Avenue Residential Access Road
- 8 Other





**South Bayshore** **Figure 13**  
**Principal Residential Neighborhoods and Residential Zoning**

- 1 Hunters Point Hill Area
  - Redevelopment Area
  - Housing Authority Areas
- 2 Silver View Hill Area
  - New Silverview Terrace
- 3 Bayview Hill Area
  - Double Rock Housing Authority

- RH-1 Single Family
- RH-2 Two Units
- RM-1 Low Density Apartments

Navy planners have identified 85 to 90 acres within the Hunters Point Naval Station that could accommodate the development of 1,500 new housing units at densities of about 16 units per acre or the equivalent of a mix of RH-1 and RH-2 zoning. These housing opportunity sites are identified in Figure 14.

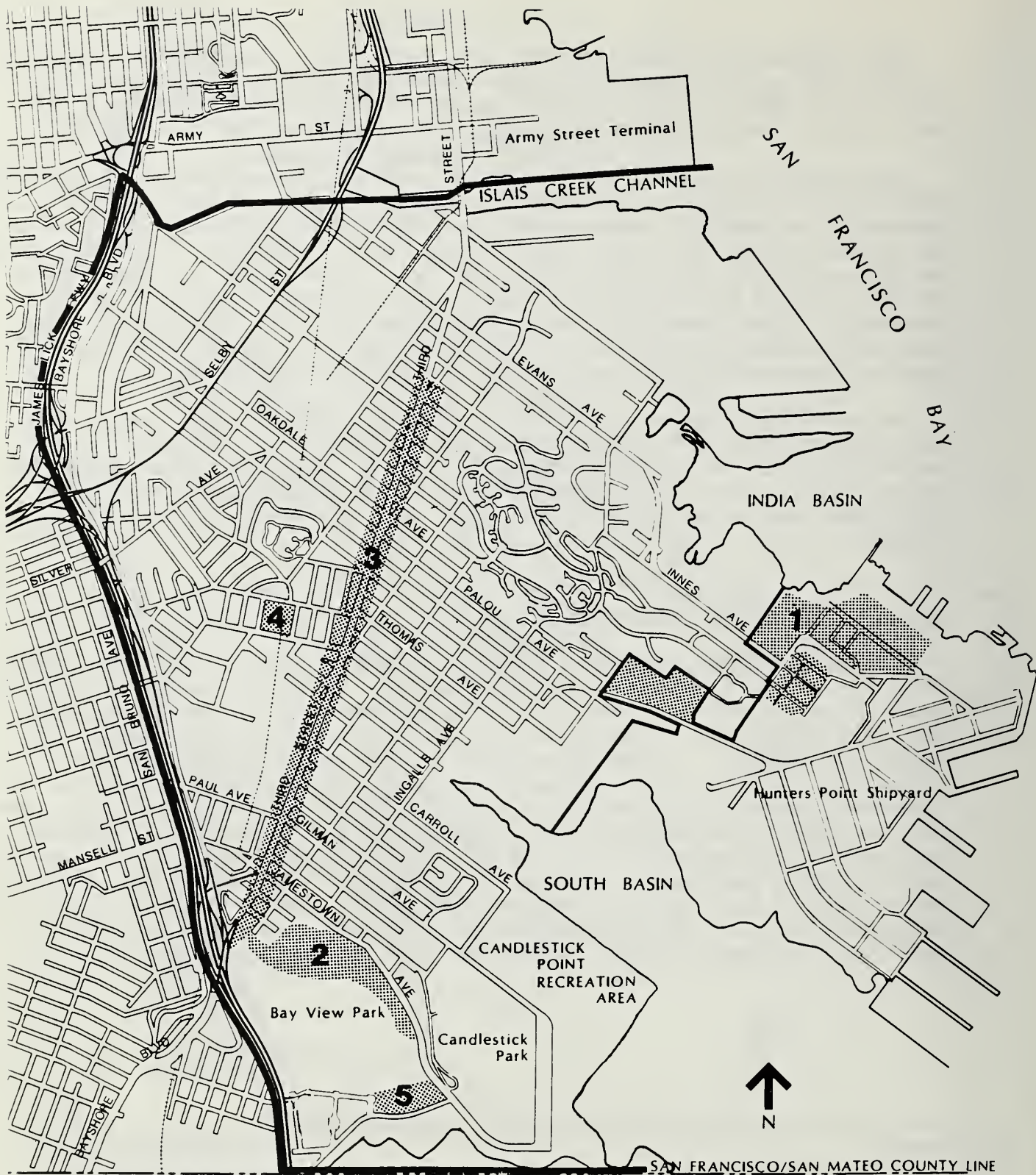
Third Street should be considered as an area for new moderately priced high density apartment housing development. Such development is generally more economical to construct because single household units, such as elderly units, can be smaller and at a higher density than family size units. Some subsidies may be required to construct elderly and lower income units, but moderately priced units can be constructed without such subsidies if land costs are reasonable, higher densities are permitted, and the units are smaller. Also, some public assistance may be available to non-profit housing development corporations to construct lower income market rate apartment units.

An increase in apartment units in the district could relieve some of the overcrowding in the existing housing stock. If they were available at a moderately priced market rate, this would help to reduce the large percentage of low income units already in the district. At the same time, there is a continuing need to provide for low income units within the district and elsewhere in the City.

#### FUTURE OF SUBSIDIZED HOUSING UNITS

Many of the lower income housing units in South Bayshore consist of rental units where the rents are subsidized through the Section 8 Program administered by the Department of Housing and Urban Development (HUD). The contracts under which the subsidies are provided are for a fixed term, generally 20 years. In some cases there are provisions for extending the contracts; in other cases, there are not. When the contracts expire, the subsidies will cease and the owners will be free to rent the units through the private market at higher rents. This has potentially dire implications for the tenants in these units. Because of low incomes most would probably not be able to afford the higher rents, and hence would be displaced. Table 22 lists the housing in South Bayshore which is affected by subsidy contracts. All are under the Section 8 Program administered by HUD with the exception of the Northridge Apartments which is administered by the Housing Authority.





## South Bayshore Housing Opportunity Areas

**Figure 14**

- 1 Proposed Sites For Navy Housing (1,500 Units)
- 2 Bay View Hill
- 3 Third Street Commercial Residential Corridor (1,000 Units)
- 4 S.P.T. Co. Right Of Way
- 5 Executive Park (600 Units)
- 6 Scattered Infill Sites

TABLE 22  
SUBSIDIZED HOUSING UNITS IN SOUTH BAYSHORE

<u>Project</u>	<u>Number of Subsidized Units</u>	<u>Termination Dates and Extension States of Contracts</u>
All Hallows Gardens	45	October 1987
	65	Extension: 5 years + 5 years April 1985 Extension: 5 years + 5 years
Bayview Apartments	58	June 1991
	45	Extension: 5 years October 1987 Extension: 5 years + 5 years
Jackie Robinson Apartments	52	August 1987
	78	Extension: 5 years + 5 years August 1981 Extension: 5 years
LaSalle Apartments	145	October 1987 No extension
Northridge Apartments	118	October 2003 No extension
	88	June 2003 No extension
	94	May 2003 No extension
Ridgeview	35	August 1991 No extension
	22	April 1989 No extension
Unity Homes	94	September 1991 No extension
Shoreview Apartments	156	January 1998 No extension
 TOTAL	 1095 units	

SOURCE: May 19, 1987 memorandum from Tom Conrad, San Francisco Redevelopment Agency to Cheryl Towns, New Bayview Committee

Extension of the subsidized housing contracts are at the discretion of the apartment owner and either HUD or the Housing Authority. According to the Redevelopment Agency staff, it is reasonable to assume that the extensions will be exercised. Making this assumption, following is a summary of the dates by which the contracts for subsidized units in South Bayshore will expire and the housing is likely to become private market units.

TABLE 23  
SUMMARY OF TERMINATION DATES FOR SUBSIDIZED UNITS

<u>Year of Contract Expiration</u>	<u>Number of Units Terminated</u>
1991	129
1994	22
1996	136
1997	287
1998	156
1999	22
2003	300

SOURCE: May 18, 1987 memo from Tom Conrad to Cheryl Towns

#### HOUSING AFFORDABILITY

Median family income in South Bayshore is generally less than that for the city as a whole. For example, in the 1980 census, the median family income in South Bayshore was \$16,204 compared to \$20,911 citywide. This is almost 30 percent less than the citywide average. It raises questions about the ability of the South Bayshore population to afford market rate and even moderate income housing.

The Department of Housing and Urban Development (HUD) defines low income as not exceeding 80 percent, and moderate income as ranging from 80 percent to 120 percent, of the median family income of the San Francisco Primary Metropolitan Statistical Area (PMSA), which includes San Francisco, San Mateo and Marin Counties. Because San Mateo and Marin Counties have higher median incomes than San Francisco County, the differential in household incomes between South Bayshore and the PMSA jurisdiction used by HUD is greater than that between South Bayshore and the city as a whole. For example, in 1985 the average income for South Bayshore was \$19,700 compared to \$32,670 for the San Francisco PMSA. This is a 40% differential, significantly greater than the 30% differential which exists when South Bayshore incomes are compared to those for San Francisco County alone.

The following table estimates the percentage of South Bayshore households who could not afford low and moderate income housing according to HUD



standards. It uses 1985 dollars, which is the latest year for which income data on South Bayshore residents is available. As it indicates, 65 percent of South Bayshore household could not afford a low income unit and 82 percent could not afford a moderate unit.

TABLE 24  
HOUSING AFFORDABILITY IN SOUTH BAYSHORE BY HUD STANDARDS

.....HUD STANDARDS.....						Percent South Bayshore Residents Who Cannot Afford
Household Size	Type of Dwelling Unit	HUD Defined Income	Rental Threshold	Maximum Sales Price		
LOW INCOME (80% median)	1 - 4	Studio	\$20,328	\$424 -	\$50,820 -	65.6%
		3-bdrm	\$29,040	\$505	\$72,600	
	5	4-bdrm	\$30,855	\$643	\$77,130	67.0%
MODERATE INCOME (120% median)	1 - 3	Studio	\$30,492	\$635 -	\$76,230	82.0%
		2-bdrm	\$39,204	\$817	\$98,010	
	4 - 5	3-4 bdrm	\$43,560 \$46,283	\$908 - \$964	\$108,900 \$115,708	89.3%

SOURCE: "Number of Household and Income Group", Market Feasibility Study for Hunters Point Community Plaza, David Bradwell & Associates (February 25, 1985)

: "Low and Moderate Housing Thresholds", Department of City Planning (1985)

The primary implication of this analysis is that few existing households in South Bayshore can afford new private market housing, and most cannot afford new subsidized housing for low and moderate income household by HUD standards. Most South Bayshore residents fall into the low income bracket of HUD standards. Many in this bracket are stable households who own their homes. They bought their homes years ago when the housing costs and interest rates were much lower. However, with the dramatic increases in housing costs that have occurred over the past ten to fifteen years, particularly in San Francisco, most would not be able to purchase housing at their existing income levels.

For new housing to be affordable to a significant proportion of those South Bayshore families who have stable incomes and are creditworthy, it more

than likely would have to be subsidized. Moreover, the extent of the subsidy would have to be deep enough to make the housing affordable at the low income range of HUD standards. The need to find ways of increasing housing subsidies in South Bayshore should be combined with efforts to find other ways of achieving lower housing costs, such as more cost effective construction techniques, lower unit sizes, and increased densities.

## ISSUES

Principal housing issues affecting the South Bayshore community are summarized below.

### Hunters Point Naval Housing.

- How many and what type housing units are needed to meet the needs of naval personnel to be stationed at Hunters Point? Will the naval housing proposed for construction on the Hunters Point site be adequate for meeting the needs of the naval personnel? Should naval housing be constructed in existing residential areas?
- How will this housing fit in with the character of South Bayshore housing? Will the physical character and density be compatible with that of the surrounding residential areas? Will it be integrated with the Bayview community so that there is common access to shopping facilities, recreational areas, etc.?
- What impacts on housing prices will the proposed development of the Hunters Point shipyard have on the existing supply of housing?

### Preservation of Existing Section 8 and FMA Low Income Housing.

- How can existing Section 8 rental projects FHA mortgages be protected from becoming higher priced market rate housing once their contracts expire?

### Housing Construction

- What can be done to stimulate new housing construction on vacant lots?, as a form of mixed use with commercial development on Third Street?
- Are there other sites in South Bayshore where new housing construction would be appropriate?

### Balance in Housing

- To avoid problems of "impaction" caused when an area has a disproportional high concentration of low income housing, how can Bayview attract more private sector moderate and middle income housing?

- Are the present housing densities in South Bayshore adequate and desirable? Is there a need or desire to allow increased densities in certain areas? Is there a need or desire to reduce densities in certain areas?

#### Housing Design

- Is there a need for stronger architectural design guidelines for new housing in South Bayshore? To what extent should such guidelines stress residential character of the district? To what extent should guidelines allow for innovation to encourage different architectural styles?

#### Housing Rehabilitation

- To what extent is there a need to modify existing housing rehabilitation loan programs so as to increase their use in South Bayshore for improvement and maintenance of the housing stock?

#### Buffering Residence from Industry

- What type of public improvements are needed and what streets can be targeted for residential and industrial buffering?
- Where do industrial zoning boundaries in relation to residential zoning boundaries need to be adjusted?
- Can programs be developed to encourage relocation of nuisance non-conforming uses?

#### Affordability

- Are current home ownership housing prices rising beyond the reach of most South Bayshore residents? Will South Bayshore housing prices, currently below city averages, increase significantly with the proposed Mission Bay, Southern Waterfront, Executive Park, and other major developments planned for the area? What can be done about it?
- How much subsidy is needed to make new housing more affordable to a significant proportion of those South Bayshore residents who are credit worthy with stable incomes? Are financing resources available for such subsidies? What other techniques, e.g. construction technologies, higher densities, etc., might be relevant to increasing the affordability of housing?
- Is conversion of public housing to owner occupancy or cooperatives a desirable alternative?
- What mechanisms can be used to make new construction more affordable?



## COMMERCE

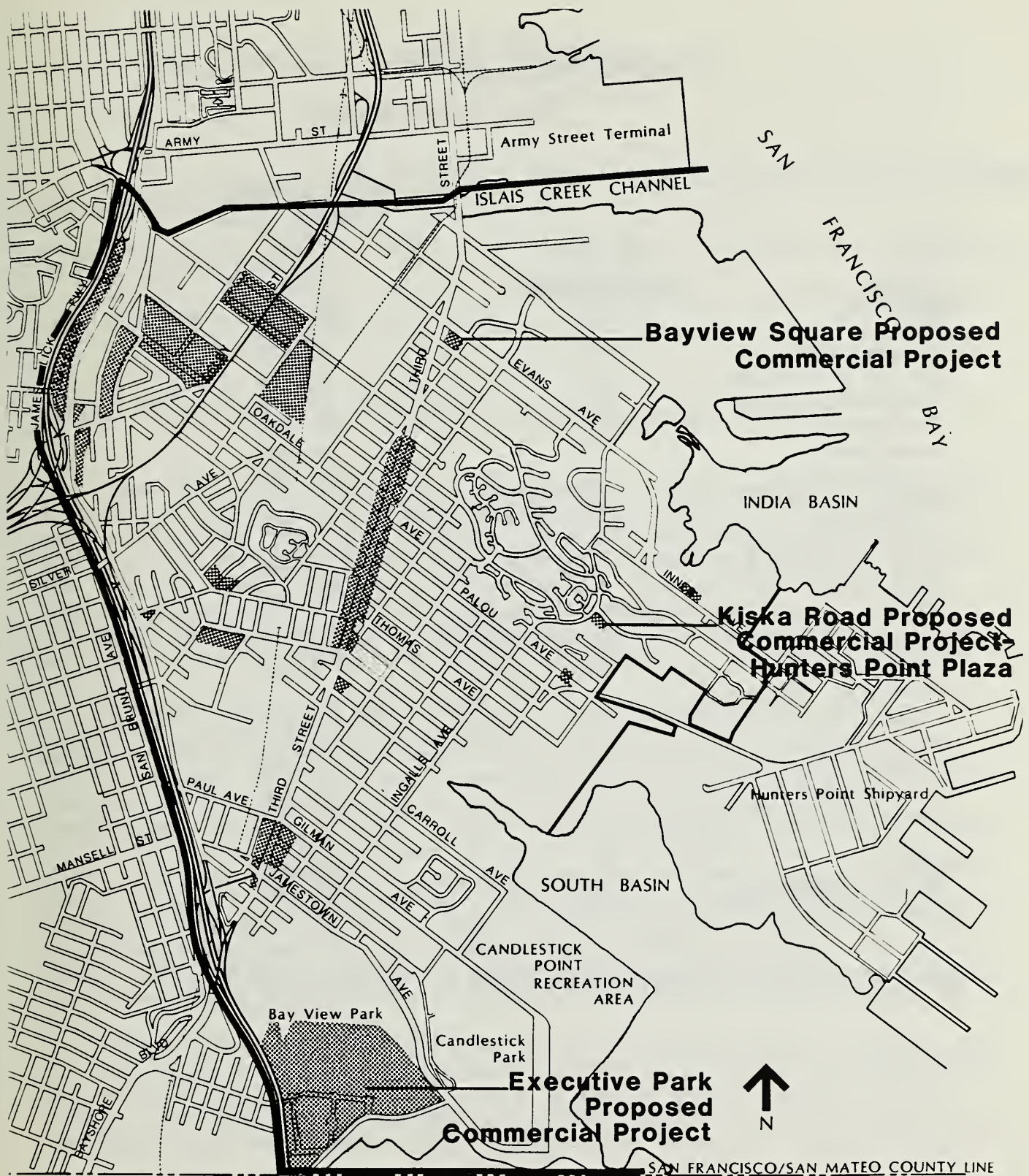
This report deals with issues affecting commercial land use activity in South Bayshore. It describes the general character and distribution of commercial activities, analyzes the relationships between various commercial areas in light of current and future economic trends in the district, and identifies the issues that should be addressed as part of the comprehensive planning process for conserving and revitalizing South Bayshore.

### DESCRIPTION

Most commercial activity in South Bayshore is located along Third Street. The stretch of Third Street running through the district is approximately 32 blocks long. Commercial activity is primarily concentrated on the 10 block area from Innes Avenue to LaSalle Avenue between the India Basin and South Basin industrial zones. Within this area the most intensely commercial blocks are those between LaSalle and Revere. This core commercial area has 55 buildings, including 3 completely residential buildings, 16 completely commercial buildings, and 36 mixed commercial/residential buildings. Use activity in these buildings include 9 restaurants and take-out food outlets, 6 grocery stores, 8 personal service establishments, 2 cleaners, 3 financial institutions, and several institutional uses, such as a medical center and a community center. Eleven commercial storefronts were vacant as of July 1987, and there were 2 vacant lots. Figure 15 shows commercial areas by dominant use. Tables 25 and 26 show building space by commercial and industrial use for the Third Street corridor. Tables 29 - 33 in the Industry issue report shows building space by commercial and industrial use for the industrial subdistricts in South Bayshore.

Outside of this commercial core area, commercial activity in South Bayshore is dispersed. To a large extent, this dispersal is a function of the diverse topography and the predominantly industrial land use pattern of South Bayshore. Industrial zoning districts are the least restrictive of all zoning districts. Most commercial uses can be developed in industrial zones as a matter of right. Since industrial zones cover most of the total land area of South Bayshore, commercial growth can occur throughout these zones.

The next largest commercial area in floor area space is along Bayshore Boulevard in the Northern Industrial subdistrict. This area primarily consists of large scale retail outlets, such as a major hardware store, a lumber yard, and a produce market, serving a regional market. These outlets are located amid industrial uses. There is a stretch of less intense commercial activity on the far southern end of Third Street between Gilman and Key streets, primarily consisting of a medical building and a few retail and eating and drinking outlets that serve the Bayview Hill residential area and surrounding neighborhoods. With 6 vacant commercial units and 9 vacant lots, this area has an semi-developed character. There are also a number of limited commercial uses, mainly small grocery/liquor outlets, within the residential areas off Third.



**South Bayshore  
Existing Commercial Areas By Dominant Use**

**Figure 15**


 Commercial Land Use



TABLE 25  
BUILDING SPACE BY COMMERCIAL & INDUSTRIAL USE  
THIRD STREET CORRIDOR

<u>U S E T Y P E</u>	<u>No. of Establishments</u>	<u>BUILDING SPACE</u> <u>(Square Feet)</u>
		<u>Total Building Area</u>
<u>COMMERCIAL</u>	<u>242</u>	<u>796,663</u>
Retail	49	115,408
Branch Bank	3	19,194
Eating & Drinking	30	87,115
Personal Services	22	57,775
Residential	93	256,114
Government	1	30,000
Institutional	20	76,580
Wholesale-retail		
Showroom	2	17,652
Auto Sales/Rental	6	21,011
Auto Service	13	40,357
Parking	3	75,457
<u>INDUSTRIAL</u>	<u>152</u>	<u>1,489,233</u>
Office	20	70,842
Distribution/Ware- house	71	1,110,221
Manufacturing	31	212,681
Storage Lot	7	19,488
Transportation	6	16,238
Commercial Services	17	59,763
<u>VACANT</u>	<u>33</u>	<u>160,343</u>
Vacant Commercial	17	60,087
Vacant Industrial	16	100,256

SOURCE: Department of City Planning Land Use Survey (July 1987)



TABLE 26  
BUILDING ENVELOPE  
(in square feet)

<u>THIRD STREET CORRIDOR</u>	<u>No. of Bldgs.</u>	<u>Tot Lot Area</u>	<u>Tot Bldg. Area*</u>	<u>Fl. Area Ratio</u>
Total Subdistrict	295	4,042,244	2,666,057	0.65 to 1
Block w/highest F.A.R. (5358)	3	23,400	42,600	1.8 to 1
Lot w/highest F.A.R. (5358 (3))	1	2,688	8,602	3.2 to 1

SOURCE: Department of City Planning Land Use Survey (July 1987)

Other small-scale commercial establishments are dispersed throughout the extensive industrial areas in South Bayshore, primarily to service workers, many of whom have only a half hour for lunch and need ready access to eating and drinking services. Unlike office workers in other more built-up parts of the city who form a large part of the clientele that patronizes the restaurants and shops in nearby neighborhood commercial districts, the more industrial-oriented workers in South Bayshore do not form a large part of the patronage along the Third Street neighborhood commercial district.

Proposed development projects tend to reinforce the dispersed pattern of commercial activity that currently exists in South Bayshore. A new neighborhood-scale shopping complex that includes space for a supermarket, a variety of small retail outlets, a restaurant, and offices is presently under construction at Third and Evans Streets as a part of the India Basin redevelopment project. Another similar shopping complex is proposed as a part of the Hunters Point redevelopment project. It would be located near the top of Hunters Point Hill and not immediately accessible from Third Street. Retail activity, a restaurant, and a hotel are also proposed as a part of the Executive Park project. And the homeporting of the U.S.S. Missouri is likely to include a small military store outlet that provides a limited range of retail goods for navy families. A summary of the commercial activity proposed for redevelopment project areas and for Executive Park is shown in Table 27.

Because of the physical seclusion of South Bayshore and its distance from the more built-up parts of San Francisco, commercial activity in the district has never had the vitality and intensity of that in many other parts of the city. It has always had a neighborhood orientation, primarily serving the residential and working areas that immediately surround it. Probably the peak

of Third Street's growth and vitality occurred during the war years and the decade immediately following when there was a large number of workers and residents in the area. According to long-time residents, at that time Third Street had a much fuller range of stores as well as a movie theater. Over the past 20 years with the decline of activity at Hunters Point shipyard and a general decline in population, Third Street has taken on a seedy character. There is an overconcentration of liquor stores, with loitering and drinking on the streets. Crime and security is also a major issue. And shifting points on the street have become the habitue for drug users and dealers.

Since 1980, as the overall population in South Bayshore has begun to increase, there are signs of private revitalization occurring on Third Street. Two new fast food restaurants have opened and many outlets have improved the facades of their buildings. At the present time it is too early to determine whether this activity is the precursor of a more general private revitalization to occur on Third Street

TABLE 27  
PROPOSED COMMERCIAL DEVELOPMENT PROJECTS  
SOUTH BAYSHORE

EXECUTIVE PARK

Location: Between Candlestick Park, Bayview Hill and Bayshore Freeway  
Office: 1,644,000 sq.ft.  
Hotel: 234,000 sq. ft.  
350 rooms  
Retail/Restaurant: 50,000 sq.ft.  
500 units  
Total Floor Area: 2,353,000 sq. ft.

BAYVIEW PLAZA

Location: Third and Evans Streets  
Total Leasable Land: 89,382 sq.ft.  
Retail and Offices  
Gross Area: 97,000 sq. ft.

HUNTERS POINT PLAZA

Location: 95 Kiska Road  
Supermarket: 18,011 sq. ft.  
Fast Food Restaurant: 1500 sq. ft.  
Store above Supermarket: 12,493 sq. ft.  
Full-service Restaurant: 4,482 sq. ft.  
Small Retail Shops: 9,514 sq. ft.  
Total Floor Area: 46,000 sq. ft.

## ANALYSIS

### Previous Studies of Third Street

The challenge of revitalizing Third Street has been studied several times in the past, primarily in connection with market surveys for existing redevelopment project activity in the district. Perhaps the most in-depth analysis is the 1975 study by Fullerton-Mills, Inc. on the Marketability of the Bayview-North Area. Although over 10 years old, many of its findings are relevant today. It examined a great deal of demographic, housing, economic, and social information on South Bayshore which formed most of the primary market area for the potential redevelopment site it was studying. It also surveyed 120 residents and interviewed a variety of merchants in the area. The object was to determine the financial feasibility of developing alternative uses -- retail, offices, and houses -- at a given site based on effective economic demand in the area. Its basic finding was:

"Because of the underlying social and resultant security problems in the Bayview-Hunters Point district today, retail development is not feasible at the subject site. However, absent this problem, the study found that the trade area under 'normalized conditions' could support an additional 51,700 square feet of retail space. This space would include 16,500 square feet of restaurants, 2500 square feet of ancillary commercial, and 32,700 square feet of supermarkets."

The study also found no demand, current or anticipated, for office space. It did find some demand for market-rate multiple-unit rental housing and infill single family housing. It was evident from a household survey conducted as a part of the study that many residents were reluctant to shop along Third Street and many merchants lacked confidence in the economic potential and future of the street. Their concerns were similar to those heard today: a lack of security and cleanliness, fear of robbery, purse snatching, and 'too high' prices.

A more recent study done in 1985 by David Bradwell Associates on the Market Feasibility for Hunters Point Community Plaza does not go into as much depth as the Fullerton study, but it yields valuable current information on the district. It consists of a scientifically-based household survey covering residents from each census tract in South Bayshore. The results provide a wide range of information on demographic characteristics and consumer attitudes and preferences in the area. Its findings tend to corroborate the perception that most residents do not shop along Third Street; rather, they take their expenditures to a number of places outside the area, such as the Tanforan, Serramonte, Westlake, and Stonestown shopping centers as well as South San Francisco, the Mission District, and Market Street in downtown San Francisco.



### Limitations on Retail Development on Third Street

Data from previous studies and on current and future trends suggest that the potential for major retail development on Third Street is limited unless there is a substantial increase in residential population and consumer buying power. South Bayshore is unique in San Francisco terms. Its primary land uses are industrial, single family housing, and low-income housing. It covers a large land area, over 13 percent of the total land area in the city, yet its residential population is small, slightly over 3 percent of the city's total population. These percentages are not likely to change significantly over the next decade. The Third Street commercial core is located in the center of this district along a major automobile thoroughfare, but its building scale is small and pedestrian-oriented. Third Street is in need of revitalization, but given the heavily industrial character of the district as a whole and the relatively small population base served by Third Street, it is doubtful that major retail development can provide the basis for revitalization.

One option for retail development is to attract a major retail outlet that could serve as an anchor for attracting more people to an area and thereby provide a stronger customer base for improving other business activity in the area. On Third Street, however, the spread of incomes and diversity of consumer preferences in the surrounding residential areas tend to dictate against such an option. Gross statistics on effective consumer demand in the Bayview Hunters Point area tend to understate the difficulties of tapping this demand; difficulties that are aside from problems of crime and security. One such difficulty deals with site requirements. The site requirements of major retail outlets have expanded enormously over the past fifteen years. An interview with an official of a major supermarket company conducted during the course of this study reveals that today the standard size for a major supermarket is 42,000 - 49,000 square feet in gross floor area, in contrast to 20,000 - 24,000 square feet which was the standard size in the past. Such a development, along with parking requirements, would represent a major intrusion on Third Street. It is doubtful that could be accomplished without significant physical and circulation costs and without displacing many of the smaller merchants currently operating in the area.

Moreover, as indicated by Table 28 below, there appears to be too much commercial space in South Bayshore relative to effective consumer demand. Existing commercial space on Third Street is 321,666 square feet. That on Bayshore Boulevard is 458,106 square feet. The total retail space represented by the effective consumer demand of the population in the district is 200,766 square feet, significantly less than the commercial space on either Third Street or Bayshore Boulevard. This disparity helps to explain the low level of commercial activity in the district, particularly along Third Street which is more neighborhood-oriented in the market it serves than Bayshore Boulevard. The strung out spatial distribution of retail activity on Third Street tends to spread out consumer expenditures and limit them from coalescing at key nodes. This analysis implies a need for more efficient economic utilization of existing retail space. Revitalization will probably involve re-use of existing retail space rather than major additions of net new space. The analysis also points to a need to attract a larger outside market to help stimulate greater economic vitality.

TABLE 28  
RETAIL SPACE DEMAND ANALYSIS  
SOUTH BAYSHORE

<u>EXISTING RETAIL SPACE</u>		<u>CONSUMER DEMAND FOR RETAIL SPACE*</u>
<u>Third Street</u>	<u>Bayshore Boulevard</u>	
321,666 sq.ft.	458,106 sq. ft.	200,766 sq. ft.

- \* Based on the following estimates: total income in South Bayshore equals \$144,360,000 in 1986 dollars; potential market size equals 70% of total income; retail expenditures equal 30% of total consumer expenditures; and retail expenditures per square foot equal \$151. These estimates are based on the sources listed below

SOURCES: Taxable Sales in California, 1986, State Board of Equalization.  
Market Feasibility Study, Hunters Point Plaza (1985), David Bradwell & Associates.  
"Mixed Bag of Shopping Center Supply: A Geographic Supply", Saloman Brothers, Inc. (October 1987).  
Department of City Planning Land Use Survey (1987)

Conceivably households could gain effective spending power to support more retail activity in the future with projected population increases from Executive Park, the U.S.S. Missouri, and other developments. However, the spread of income among the residential population in the area would also pose a problem. Many people in Bayview Hunters are very poor. They do not purchase quality goods in large volumes. Items may be more expensive at the corner 'mom and pop' stores, but these stores are more convenient and accessible, given the frequency of their purchases in small quantities. Also, while many moderate and middle income households in South Bayshore are deterred from shopping on Third Street because of the crime, uncleanness and loitering, they are at the same time attracted to the wider variety of goods at lower prices at nearby shopping malls. Consumer preferences expressed by South Bayshore residents in the 1985 survey by Bradwell Associates reveal a distinct preference for the 'name' store found in shopping malls and the downtown area, many of which are readily accessible by automobile users, given South Bayshore's convenient access to the freeway system. It is doubtful that Third Street at any time in the foreseeable future will be able to offer a variety of retail goods and services that is economically competitive with that of nearby shopping centers outside of the district.

Finally, it is not known what impact the trend toward further dispersal of small clusters of commercial activity away from the Third Street commercial core will have on the future economic viability of this core. Two projects -- Bayview Plaza currently under construction at India Basin and Hunters Point Community Plaza for Hunters Point Hill -- are potential competitors with the Third Street commercial core for retail trade in the area. Probably no major new retail activity should be proposed for the Third Street commercial core until these projects have had a chance to prove themselves.



### Housing as a Major Use on Third Street

Market-rate multi-family housing has sometimes been proposed as an alternative use for Third Street. The Fullerton-Mills study found housing to be a feasible use, for which there was greater demand than retail or office uses. There could be some advantage to additional housing on Third Street. It could help to soften the character of the street. Also, it could bring more residents into the area, and thereby help increase and improve the market for surrounding business activity. At the same time, there would be some risk associated with introducing housing into an untested market. No new market-rate housing has been built in the commercial core of Third Street since the early post war years. Since that time, many social problems have become concentrated on various points on the street. Building new housing in this type of environment may be financially feasible, but it can also be socially risky. Unless stable, middle-income tenants are attracted to occupy the units, the quality of the housing can spiral downward very quickly. Much would depend on the type of construction, the stability of the tenancy, and the degree to which the surrounding environment can be made livable and secure. In addition, a large amount of new housing in the heart of Third Street could threaten the potential commercial core function of the street. Given the dispersal of commercial activity already taking place, Third Street could become not very different from the numerous other clusters in South Bayshore where commercial uses are mixed with industrial and/or residential uses.

### Office/Activity Center

Another alternative is to use a new office development, public improvements, and increased security in the heart of the Third Street commercial district to create a major activity center for South Bayshore. Currently the different income, ethnic, and work groups in the district function in a disparate manner. They share a common environment -- bred by the insular physical setting, blue-collar and heavy industry heritage, and largely black population -- that is distinct from the rest of the city, but they themselves have no primary point of coalescence for shared work, eating, drinking, and entertainment activities that could bring out the true flavor of the district. The alternative described here suggests such a point of coalescence in the heart of the Third Street commercial core.

Third Street has certain economic strengths that stand out amid its seedy character and crime and security problems. Most buildings appear sound. Those that show deterioration appear to be primarily in need of face-lift treatment. The two or three blocks where social problems are most visible are also those with the greatest amount of physical deterioration. On other blocks, while the seedy character persists, there are some signs of private revitalization with the opening of a new McDonalds restaurant and other new retail outlets and with improvements on the facades of many buildings. More importantly, the three financial institutions in the area, including two branch banks still exist. The fact that these branch banks have survived the



recent past when major banks have closed many of their branches, especially in low income areas, with the spread of automated banking services, says something positive about the internal economic structure of the community.

Close examination of the internal structure of Third Street suggests that what the area may need is not so much total reconstruction as social and economic rejuvenation. One of the blocks where the greatest physical dilapidation exists could provide the seeds for such rejuvenation. For example, if the buildings on the block were razed, and a new intensely utilized office building of a physical scale and design compatible with the rest of the area was developed, this could introduce a new contingent of office workers into the commercial core. Office workers could serve as a catalyst for stimulating private revitalization of the other blocks by opening up opportunities for businesses to cater to the workers and to attract surrounding residents back to Third Street to shop. While many South Bayshore residents shop outside the district, there are also a number of professional and office employees who work in the institutional and business uses along Third Street and who go outside of the area for lunch and after-work entertainment because of the unattractiveness of the street. Introducing a major contingent of new office workers on the street, coupled with replacement of the buildings on a block where much of the blight occurs, could help to tip the balance in favor of a larger and healthier volume of pedestrian activity on the street.

Given the relatively small physical scale of the buildings along Third, it would not take a large demand to fill the space in one low-rise office building. Perhaps it could occur through willingness among the key actors and organizations from the public, private, and community sectors in South Bayshore to cooperate to develop the space and make it work. South Bayshore has a variety of private firms with office functions. Possibly some administrative functions could locate there if the U.S.S. Missouri is homeported at Hunters Point. If governmental and private entities were to agree to locate some of office functions in the proposed building and were joined by community-oriented agencies, this could provide the economic demand to make the building feasible. More important, it would bring together in one building the diverse elements that make up the fabric of the South Bayshore district. It would bring a district-wide tone to the street. To add to this tone, the building might also include space for a use, such as a small naval museum that reflects the South Bayshore's contribution to San Francisco history.

The stimulus for revitalization provided by such a development would need to be reinforced by extensive public improvements in the surrounding area, particularly at the corner of Third and Mendel Street around the historical Opera House building. The Opera House is already in active use for various community art and theatrical programs and performances, but has to contend with a number of environmental and social problems brought about by the drab physical appearance and drug trafficking in the immediately surrounding area. Strong police surveillance to eliminate the drug trafficking, coupled with public improvements, could help this area to become a major focal point for pedestrian and retail activity, that in time could gain citywide appeal. Public improvements might include some forms of ethnic-oriented public art, such as African sculpturing, done in good taste with a cosmopolitan appeal.

Finally, the office development could be designed and carried out in a way that addresses the capital-deficiency situation of the black community. Black entrepreneurs could participate in the construction, ownership, and management of the building. Black merchants and property owners could also benefit from the expanded business opportunities that would open up along Third Street.

## ISSUES

Principal issues affecting commercial activity in the South Bayshore community are summarized below.

### Private Market and Third Street

- Should Third Street be left alone so that the private market mechanism can determine the most appropriate uses for the area? Third Street is already showing some signs of private revitalization. Is this adequate for shaping the direction of its future growth?

### Desirability of Dispersed Commercial Pattern

- Does South Bayshore need a commercial core along Third Street? Given the size and diversity of land use activity in the district, would a dispersed commercial pattern where each cluster of industrial and residential neighborhoods have their own shopping center be more desirable than attempting to create a major commercial center on Third?

### Housing as a Major Use

- Is housing a suitable new use for the Third Street commercial core? If so, at what density and quality? Previous market studies suggest that new housing is financially feasible on Third. But would social and security problems in the surrounding area diminish this feasibility? What level of income groups might be attracted to live on Third?

### Retail Activity as a Major New Use

- Is there a potential for major new retail activity on Third Street. Estimates of potential spending power in the area indicate that it could not support a new large scale retail facility. Is there a market for a variety of new small shops and restaurants? Should new retail growth be used to support new housing growth on Third Street?

### Office/Activity Center as a Major New Use

- Can sufficient interest and demand be found to develop a high intensity, low-scale new office building on Third Street? Would such a building help stimulate revitalization of the street?



## **INDUSTRY**

This section deals with issues facing industrial areas in South Bayshore. It describes and analyzes the general characteristics of these areas; recent changes in their land use and economic pattern; the implications which these changes have for the rest of South Bayshore; and the issues that should be addressed as a part of the comprehensive planning process.

### **OVERALL DISTRIBUTION OF INDUSTRIAL AREAS**

By and large, South Bayshore has three general industrial areas: the northern industrial area, which generally contains larger industrial units and covers the entire northern section of the district, setting the boundaries for the Hunters Point and Silver Avenue residential neighborhoods; the southern or South Basin industrial areas generally consisting of smaller industrial units and stretching across Third Street through the center of the district, dividing the Bayview and Silver Terrace neighborhoods from the Bret Harte and Bayview Hill neighborhoods; and the San Francisco Bay Naval Shipyard, generally known as Hunters Point Naval Shipyard. At the time of the 1969 South Bayshore Plan there was an extensive industrial area in the extreme southwest corner of the district at the base of Bayview Hill that formed part of a larger industrial area that stretched into San Mateo County. Since 1969 much of this area has been rezoned to C-2 (Community Business Districts) and P (Public Use Districts) and forms the sites for Executive Park and the Candlestick Point State Recreational Area. Tables 29 and 30 show building space by commercial and industrial uses for the northern industrial areas: Northern Industrial and India Basin. Tables 31 and 32 show building space by commercial and industrial uses for the southern industrial areas: South Basin East and South Basin East.

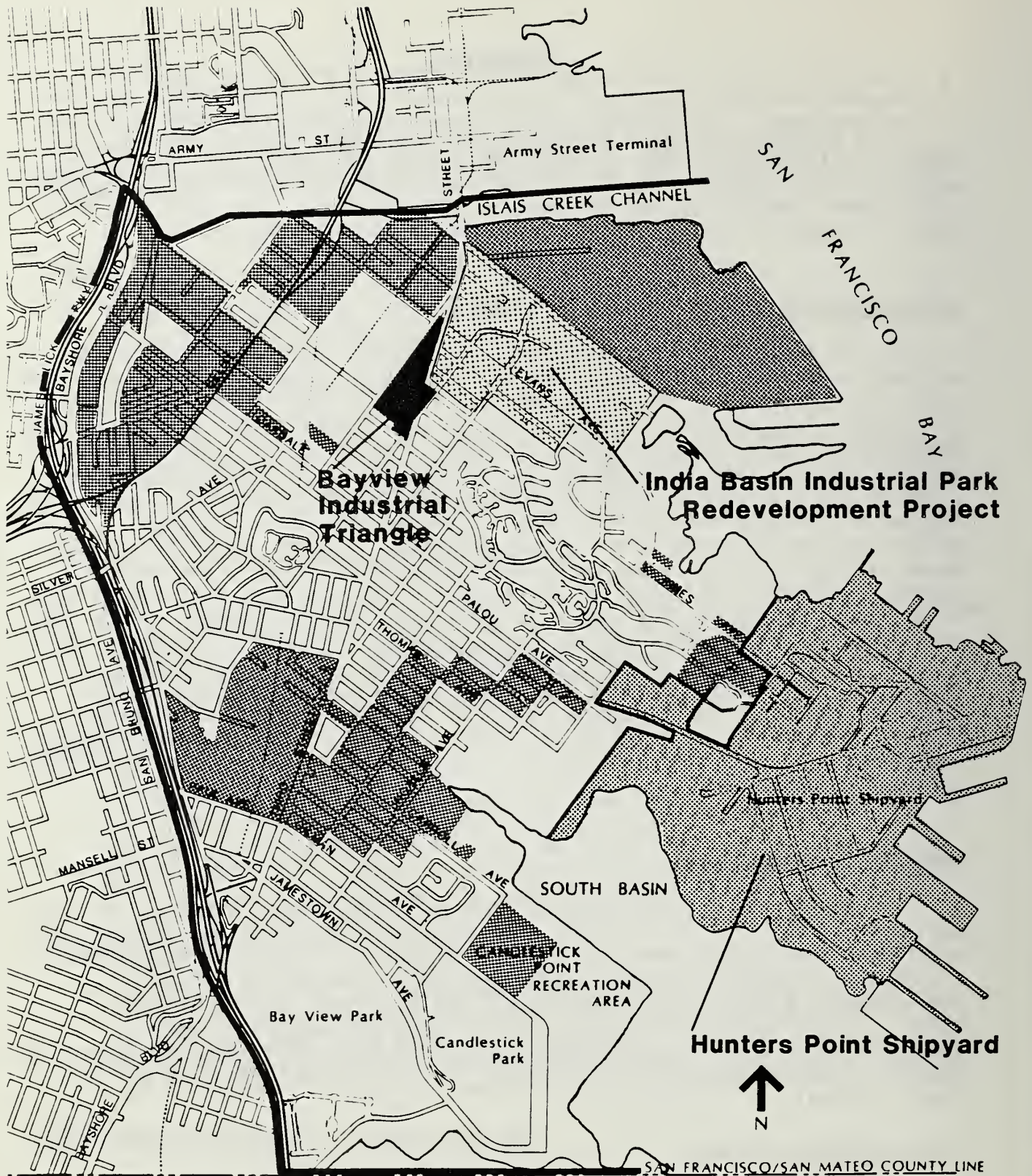
### **NORTHERN INDUSTRIAL AREA**

The northern industrial area is oriented toward heavy industry. On the west side of Third Street, it has large tracts of M-1 (Light Industrial) and M-2 (Heavy Industrial) zones and contains Apparel City, the Produce Market, the Southeast Sewage Treatment Plant, the Bayview Industrial Triangle redevelopment project, and a complex of City warehouses and maintenance yards. On the east side of Third Street, where the zoning is almost exclusively M-2, are the India Basin Industrial Park redevelopment project and the containerized shipping facilities of the Port of San Francisco at the South Terminal.

### **Redevelopment Activities**

Since the time of 1969 Plan there have been major improvements in the physical face and economic structure of the heavy industry sector of South Bayshore. Most of these improvements have occurred in the India Basin





**South Bayshore  
Existing Industrial Areas By Dominant Use**

**Figure 16**



Industrial Land Use

TABLE 29  
BUILDING SPACE BY COMMERCIAL & INDUSTRIAL USE

NORTHERN INDUSTRIAL

<u>U S E T Y P E</u>	<u>No. of Establishments</u>	<u>BUILDING SPACE</u>
		<u>(Square Feet)</u>
		Total Building Area
<u>COMMERCIAL</u>	<u>170</u>	<u>1,447,864</u>
Retail	30	140,213
Eating & Drinking	21	73,507
Personal Services	9	21,432
Residential	40	123,507
Institutional	17	150,048
Entertainment	1	20,688
Wholesale-retail		
Showroom	23	716,203
Auto Sales/Rental	7	25,864
Auto Service	22	176,402
 <u>INDUSTRIAL</u>	 <u>250</u>	 <u>3,186,681</u>
Office	16	299,413
Manufacturing	23	262,238
Distribution/Ware-		
house	140	1,994,869
Wrecking/Storage		
Lots	16	83,604
Transportation	13	229,503
Commercial Services	34	294,479
Government	5	9,730
Live/Work	3	12,845
 <u>VACANT</u>	 <u>20</u>	 <u>497,257</u>
Vacant Commercial	8	30,748
Vacant Industrial	12	466,509

SOURCE: Department of City Planning Land Use Survey (July 1987)

TABLE 30  
BUILDING SPACE BY COMMERCIAL & INDUSTRIAL USE  
INDIA BASIN

<u>U S E T Y P E</u>	<u>No. of Establishments</u>	<u>BUILDING SPACE (Square Feet)</u> Total Building Area
<u>COMMERCIAL</u>	<u>32</u>	<u>103,280</u>
Retail	4	8,745
Eating & Drinking	6	16,865
Personal Services	2	5,000
Residential	11	25,375
Wholesale-retail		
Showroom	2	22,995
Auto Sales/Rental	3	11,810
Auto Service	4	14,490
<u>INDUSTRIAL</u>	<u>77</u>	<u>1,648,009</u>
Office	19	
Manufacturing	12	91,050
Institutional (Port)	2	899,125
Distribution/Ware-		
house	36	578,077
Transportation	2	3,749
Storage Lot	1	34,662
Commercial Services	5	41,346
<u>VACANT</u>	<u>5</u>	<u>62,190</u>
Vacant Commercial	1	3,500
Vacant Industrial	4	58,690

SOURCE: Department of City Planning Land Use Survey (July 1987)



TABLE 31  
BUILDING SPACE BY COMMERCIAL & INDUSTRIAL USE  
SOUTH BASIN EAST

<u>U S E T Y P E</u>	<u>No. of Establishments</u>	<u>BUILDING SPACE</u> <u>(Square Feet)</u>
		<u>Total Building Area</u>
<u>COMMERCIAL</u>	<u>57</u>	<u>264,621</u>
Retail	9	18,731
Eating & Drinking	4	7,918
Personal Services		
Residential	17	52,254
Institutional	3	20,250
Wholesale-retail		
Showroom	2	8,250
Auto Sales/Rental	3	10,973
Auto Service	18	82,588
Parking Lot	1	63,657
<u>INDUSTRIAL</u>	<u>344</u>	<u>2,458,730</u>
Office	10	66,453
Distribution/Ware- house	223	1,628,684
Manufacturing	73	499,249
Wrecking/Storage		
Lot	11	50,661
Transportation	5	47,395
Commercial Services	22	166,338
<u>VACANT</u>	<u>7</u>	<u>26,489</u>
Vacant Commercial	2	5,718
Vacant Industrial	5	20,771

SOURCE: Department of City Planning Land Use Survey (July 1987)

TABLE 32  
BUILDING SPACE BY COMMERCIAL & INDUSTRIAL USE  
SOUTH BASIN WEST

<u>U S E T Y P E</u>	<u>No. of Establishments</u>	<u>BUILDING SPACE</u> <u>(Square Feet)</u>
		<u>Total Building Area</u>
<u>COMMERCIAL</u>	<u>34</u>	<u>88,011</u>
Retail	1	1,940
Eating & Drinking	4	6,420
Personal Services	5	29,603
Residential	18	39,626
Institutional	3	6,357
Auto Sales/Rental	1	990
Auto Service	1	375
Parking Lot	1	2,700
<u>INDUSTRIAL</u>	<u>32</u>	<u>489,084</u>
Office	1	990
Manufacturing	15	134,706
Distribution/Ware- house	14	346,148
Transportation	1	1,936
Commercial Services	1	5,304
<u>VACANT</u>		
Vacant Industrial	1	774

SOURCE: Department of City Planning Land Use Survey (July 1987)

TABLE 33  
BUILDING ENVELOPES  
(in square feet)

	<u>No. of Bldgs</u>	<u>Tot Lot Area</u>	<u>Tot Bldg Area</u>	<u>Fl. Area Ratio</u>
<u>NORTHERN INDUSTRIAL</u>				
Total Subdistrict	352	8,827,599	5,704,085	0.65 to 1
Block w/highest F.A.R. (5586)	1	90,929	197,856	2.20 to 1
Lot w/highest F.A.R. (5313/21 & 22)	2	7,500	30,000	4.00 to 1
<u>INDIA BASIN</u>				
Total Subdistrict	74	4,193,686	2,085,305	0.50 to 1
Block w/highest F.A.R. (5242)	6	35,500	43,125	1.20 to 1
Lot w/highest F.A.R. (5242/21)	1	2,500	7,500	3.00 to 1
<u>SOUTH BASIN EAST</u>				
Total Subdistrict	346	3,672,146	2,915,114	0.80 to 1
Block w/highest F.A.R. (4793)	1	30,000	48,000	1.6 to 1
Lot w/highest F.A.R. (4968/32; 4807/9 & 10)	4	33,000	66,000	2.00 to 1
<u>SOUTH BASIN WEST</u>				
Total Subdistrict	58	1,580,598	817,936	0.52 to 1
Block w/highest F.A.R. (5475)	1	2,275	3,690	1.62 to 1
Lot w/highest F.A.R. (5418/1)	1	2,500	5000	2.00 to 1

SOURCE: Department of City Planning Land Use Survey (July 1987)

redevelopment project area. Prior to redevelopment this site contained many of the old, unattractive, and obsolete heavy industrial facilities that gave South Bayshore a 'dumping ground' image. Essentially what redevelopment has done is to replace these old facilities with new attractive modern industrial buildings in a park-like setting. When the India Basin redevelopment project



was approved by the Board of Supervisors on January 20, 1969, the project area contained 25 acres of auto wrecking yards, 59 acres of obsolete buildings and facilities associated with the meatpacking industry that formed the base of the old Butchertown area, and 42 acres of vacant land and unimproved streets. Most of the meat packing facilities were cleared, and many of the auto wrecking yards were relocated to less obtrusive sites in the district. Presently new development is complete or underway on over ninety percent of this site. This new development includes over 1.5 million square feet of industrial buildings and facilities. Chief among these facilities is a general mail facility of the U.S. Postal Service that employs over 4,000 people. Other facilities include industrial/commercial condominiums, offices, storage space, and a variety of other businesses.

Further improvement of the northern industrial area will come from the Bayview Industrial Triangle project if it is implemented. Approved by the Board of Supervisors on June 30, 1980, this project comprises a small area of 20 acres and is primarily oriented toward rehabilitation with new development on vacant parcels. Existing use activity includes 28 industrial businesses and 9 commercial businesses which employ a total of 167 people. The area also contains 15 single-family dwellings and flats and 24 transient hotel rooms. Implementation of this project has stopped because of the lack of funds and poor market conditions.

### Port Activities

Port activities in South Bayshore are centered at the South Terminal near the Islais Creek boundary of the district. Activities at the South Terminal, which includes Piers 94 - 96 and 98, are closely linked to those at the North Terminal, also known as the Army Street Terminal or Pier 80 just north of Islais Creek. Together these terminals comprise the primary containerized shipping facilities of the Port of San Francisco and as of this year are entering Phase I of a major modernization effort. This effort involves conversion of the North Terminal into a full container cargo facility with 3 container berths, 1 combination berth capable of handling containers or break-bulk cargo, and up to 4 new electric container cranes. At the South Terminal an Intermodal Container Traffic Facility has been developed for the direct transfer of cargo between ship and train without intermediate use of highway vehicles. Also a new drawbridge may be constructed across Islais Creek on Port property to avoid the need for trucking cargo over public streets to move it between the North and South Terminals. The area just south of the container terminals, at Pier 98, would be developed for public access, recreation and open space, and a habitat preserve. The primary funding for Phase I of this modernization effort comes from bonds approved by the voters in November 1984. Phase II which would provide two container berths at the south side of Islais Creek has not yet been funded.

## SOUTHERN INDUSTRIAL AREA

The southern area, generally known as South Basin, consists primarily of small-scale light industrial units. As a whole, these units have generally employed only one-half the number of workers that are employed in the northern area. There is some historical data on the South Basin industrial area in the comprehensive study, Commercial and Industrial Activity in San Francisco: Present Characteristics & Future Trends conducted by Arthur D. Little, Inc. in 1975 for the Department of City Planning. It gives some idea of how South Basin has evolved between the years of 1947 and 1977.

TABLE 34  
South Basin  
Estimated Floor Area by Activity  
1947-1963-1977  
(In Acres)

<u>Activity</u>	<u>1947</u>	<u>1977</u>
Office	0.23	0.34
Public & Institutional	32.92	79.13
Retail	6.04	10.22
Wholesale	0	0
Utilities	15.33	13.19
Light Industry	9.65	33.94
Medium Industry	25.57	60.13
Heavy Industry	362.72	30.80
Garages & Used Car Lots	0.10	0.41
Parking	<u>0</u>	<u>9.40</u>
TOTAL	452.56	237.56

SOURCE: Commercial and Industrial Activity in San Francisco: Present Characteristics and Future Trends, Arthur D. Little(1977)

What this data indicates is a general shift from heavy industry to medium and light industry. In 1947 heavy industry accounted for over 80 percent of the total estimated floor area; by 1977 it accounted for less than 1.4 percent, while light and medium industry accounted for over 40 percent. The heavy industry which underwent sharp decline after 1947 includes the old poultry processing plants which used to occupy large portions of South Basin. According to the Arthur D. Little study, most of this shift had already occurred by 1963. A few of the industrial uses that existed in South Basin in 1963 still exist today. These primarily consist of the relatively small fabricated metals processing and furniture manufacturing plant that remain in the area.

The biggest change over the past decade is a large growth in warehouses for the storage and distribution of such goods as food, furniture, and industrial supply items. It is not possible to measure the extent of this growth because prior industrial surveys did not distinguish warehousing as a singular use. Warehousing was generally covered as a subdivision of space within a manufacturing plant. This is in contrast to current trends where much of the new development over recent years is warehousing as the dominant use on a given lot.

Generally this recent warehouse development consists of one-story structures with large overhead doors at street level that allow considerable clearance for activities inside. Roof lines typically start above 12 feet and sometimes reach as high as 30 feet. For the smaller structures small paved ramps with a slight rise allow loading vehicles to access the storage space at floor level. Loading docks for the larger structures have a more elaborate design to accommodate multiple vehicular loading and unloading. Also, all warehouses have an interior administrative area where bookkeeping, communications, and other office functions are performed. In some cases, this space is not even distinguished by walls and ceilings; it simply consists of a desk, telephone, cabinets, and other furniture items that occupy a small portion of the interior space. In other more contemporary warehouses, there is more physical separation of this administrative support space. The space is typically located at the front of the building with an inviting facade that includes a glass wall and plants. While warehouses are a fairly innocuous and unobtrusive light industrial use compared to what has existed in South Bayshore in the past, most have a drab non-descript exterior and generate a certain amount of truck traffic. Their location along Third Street near residential and commercial properties has therefore been of concern to many residents and merchants.

Most of the structures in South Basin are sound, and the standard lot size is 50' by 100'. Older structures generally occupy ninety percent of the lot area with little or no off-street parking. Newer structures, developed after the enactment of the city's off-street parking legislation, occupy fifty percent to seventy percent of the lot area.

#### HUNTERS POINT NAVAL SHIPYARD

Hunters Point Naval Shipyard consists of a 965-acre site along the shoreline between the India Basin and South Basin industrial areas. Three hundred and fifty acres of this site are open water. The overall mission of the shipyard is repair and maintenance of naval vessels. Buildings for administrative supply, and service activities are also located in the ground area. The site also includes a number of former housing units for naval families.

Beginning in 1941 the Navy operated the shipyard as a repair and maintenance facility for over 30 years. Then in 1974 the Navy closed the facilities and leased them to Triple A Shipyard, which in turn sub-leased them



to 300-400 businesses. When the latest lease with Triple A Shipyard expired in 1986, the Navy did not renew the lease as it was considering retaking control of the site for homeporting the U.S.S. Missouri and its fleet and for the construction of 1500 new units of naval housing.

A Memorandum of Understanding between the City and County of San Francisco and the United States Navy for accommodating the homeporting of the U.S.S. Missouri was approved by the Board of Supervisors in August 1987. The plan for the homeporting, however, still has to win congressional approval for funding appropriations before it can become finalized.

While the plan and estimates for the homeporting are not finalized, it is possible to distinguish some of its features. Similar to the previous era when the Navy first utilized Hunters Point, the shipyard will primarily serve as a ship repair and maintenance facility. It will also serve as the home port for the battleship fleet and the military personnel associated with the fleet. It appears that most ship repair work would be contracted out to private firms in San Francisco as well as in other parts of the Bay Area and even the country. If so, the shipyard is not likely to have as many workers at its facilities as it had in the previous period of navy occupancy. The estimated size of the crew associated with the Missouri and its fleet is 5,193. So at any given time, depending on how many ships in the fleet are docked at the shipyard, Hunters Point would be the home base for this crew.

Independent of whether or not the plan for the homeporting of the Missouri is approved, the Navy also plans to build 1500 new housing units on the Hunters Point site to help alleviate the critical shortage of housing for naval families in the Bay Area. This means a neighborhood of naval families will be living in close physical proximity to the Hunters Point residential neighborhoods. The Navy will also provide some recreation facilities and perhaps some commercial facilities on the site. In addition, it intends to lease some of its land for continued private industrial use. Most of the existing private businesses in the shipyard area, however, will be displaced as a result of the homeporting.

#### OTHER INDUSTRIAL AREAS

South Bayshore also contains large tracts of vacant industrial land. The July 1987 land use survey conducted for this study found over 120 acres of vacant land, 27 of which are submerged tidelands. Much of this area has problematic soil conditions resulting from poor land filling and land use practices during the years before stringent land use and environmental regulations existed. How much of this land can be used for development without expensive soil and ground treatment is not known. Thus, while South Bayshore is frequently promoted as one of the few places in San Francisco where new growth can occur because of the large amounts of undeveloped land that exist there, it is questionable how much growth can actually be accommodated given the problematic soil conditions that exist on much of this land.

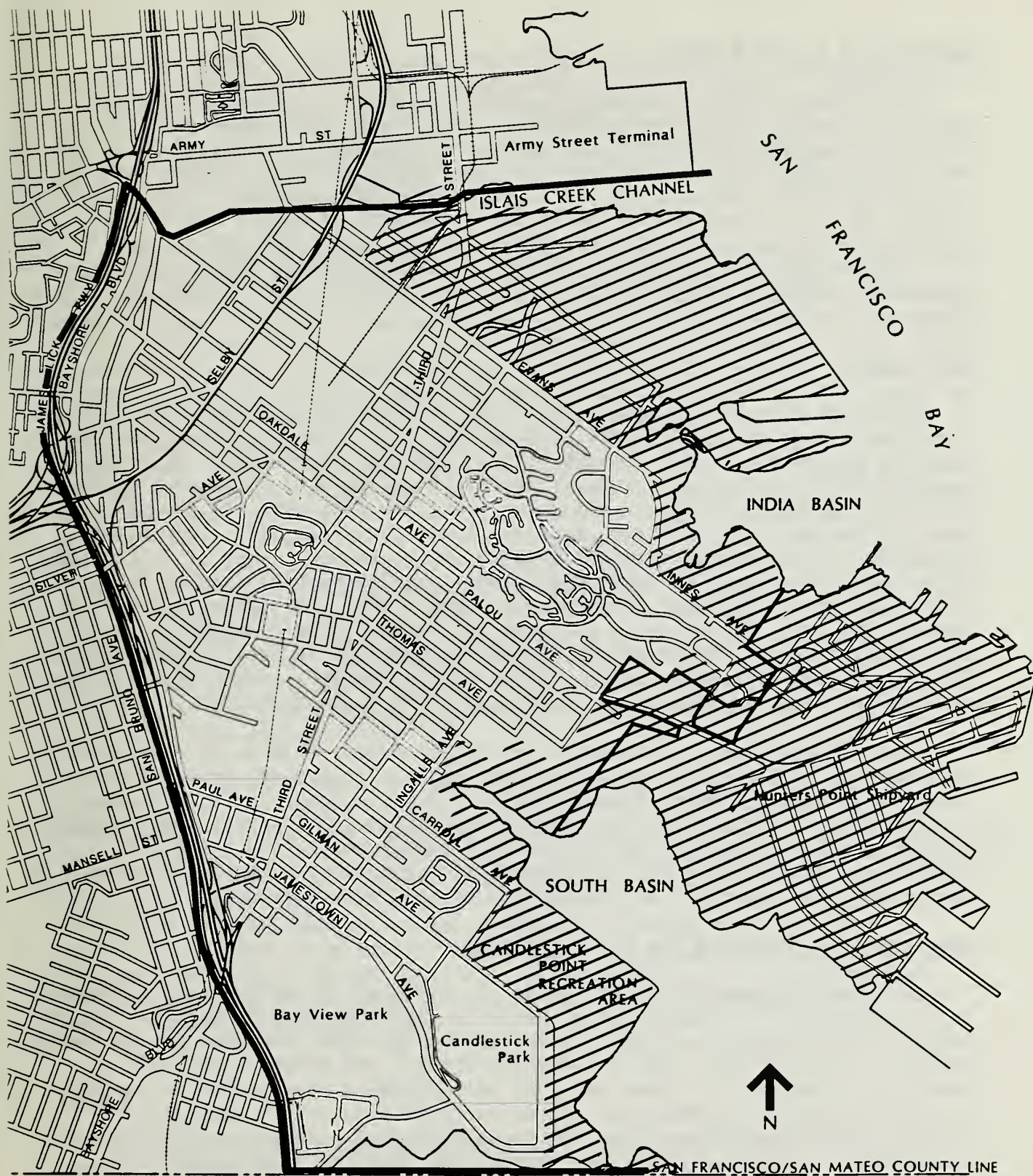
Soil analyses are presently being conducted of the Hunters Point Shipyard area by the Navy. So far these analyses have identified 11 sites that are contaminated as a result of past hazardous substance storage, handling, and disposal practices in conjunction with industrial and shipbuilding activities. (EIS, p. S-187d). Problematic soil conditions may exist in other parts of the bayline area where much of the vacant land in South Bayshore exists. The entire bayline area of the district was created by land fill before 1950, and is therefore subject to soil testing requirements of the City and County of San Francisco. According to Article 20 of the Public Works Code of the City and County of San Francisco, any applicant filing for a building permit within this zone, as shown in Figure 17, is required to analyze the soil to determine the presence of hazardous waste. If a presence of hazardous wastes is found at levels that exceed the quantitative federal or state minimum standards, the applicant is required to prepare and carry out a suitable mitigation plan.

## ANALYSIS

### Conflicts between Industrial and Residential Uses

Conflicts between industrial and residential activity has been a chronic concern in South Bayshore ever since these two uses achieved their built-up character. Primary problems occur along the edges where industrial uses intrude upon a residential area and create adverse impacts in the form of noise, truck traffic, and offensive odors. The worst of these land use conflicts has been addressed during the years immediately prior and subsequent to the 1969 South Bayshore Plan. More stringent controls are in place governing the location and covering of obnoxious heavy industrial uses, such as auto wrecking yards and storage lots for heavy metal products. The rezonings that accommodated Executive Park and the Candlestick Point Recreational Area effectively brought large tracts of land from industrial to non-industrial uses more compatible with residential livability. Time limits have been placed on non-conforming industrial uses adjacent to residential areas, with public hearings and Conditional Use approval required before any extensions can be granted. One of the non-conforming industrial uses in the district has a termination date of July 22, 1987. Its owner has applied for an additional 5 year extension. This application is presently being discussed by the community and reviewed by the City Planning Commission. Open space improvements that are a part of the modernization plan for the South Terminal are located not far from the Hunters Point residential neighborhood and thereby provide a publicly accessible open space and attractive open space near these neighborhoods. Clearly the worse aspects of industrial/residential land use conflicts have been eliminated. It appears that the remaining problems deal primarily with the intrusion of truck traffic into residential and commercial areas and with the need to buffer and screen residential uses from adjacent industrial use. Issues relating to truck traffic are dealt with in the Transportation report. Those relating to buffering residential areas from adjacent industrial uses are dealt with in the Housing and Urban Design reports.





**South Bayshore  
Required Soil Testing Zone**

**Figure 17**

 Testing Zone



### Warehousing on Third Street

The increasing proliferation of warehouses on Third Street is another issue of some concern. Warehouses are a relatively unobtrusive light industrial use which generally have minimal environmental impact relative to most other types of industrial use, and are permitted within the M-1 and M-2 section of Third Street. However, depending on their location, they may inhibit efforts to revitalize Third Street and make it a more attractive neighborhood commercial district. Little can be done about the already built-up industrial character of the M-1 portions of Third Street, but new warehouses could be redirected to areas where they have less impact on commercial and residential uses.

### Employment

Given the relatively small size of the residential population of South Bayshore, only a relatively small percentage of these new job opportunities would be needed to satisfy employment needs of this population. Projections based on major development projects currently underway or proposed indicate that South Bayshore will gain more than 6,000 new jobs over the coming decade. In contrast, the South Bayshore labor force is small, only 8,566, according to 1980 census estimates. With an unemployment rate of 11 percent, this places the number of unemployed at 941 and the number of males not participating in the labor force at less than 3,000. According to Table 17 showing the place of residence of people who work in South Bayshore, approximately 5 percent of the 16,651 people who work in South Bayshore live there. If this percentage was doubled over the coming decade, it would come close to eliminating the unemployment problem in South Bayshore.

South Bayshore has an advantage in that problems relating to poverty and unemployment do not exist on a scale that exists in many other communities. With the strong employment growth that is likely to occur in South Bayshore over the coming decade, it appears that aggressive job training and placement programs targeted to reach Bayview Hunters Point youth could achieve a significant reduction in the employment rates and reverse the trend whereby so many young men appear to be dropping out of the labor force.

### The Potential Impact of the U.S.S. Missouri

The proposed homeporting of the U.S.S. Missouri at Hunters Point shipyard has the potential to produce major benefits, tangible and intangible, for the overall South Bayshore economy. According to estimates prepared by the Budget Analyst, the Controller, and the Mayor's Office, the homeporting could generate an increase in local sales of \$96,820,850 a year and an increase in local employment of 1,886 jobs. These measurable potential benefits are crucial. But equally important are those potential benefits which are less measurable. Essentially what the homeporting could do is establish an economic base in the interior of the South Bayshore district that helps to strengthen functional integration among the diverse parts of the total economy.

Neighborhood residential and commercial areas exist in close physical proximity to the naval community that would be established at the shipyard, if the homeporting occurs. Depending on the degree of cooperation achieved between these two communities, and between the city and the navy in arranging for the homeporting, this physical proximity can provide the basis for knitting together the South Bayshore and strengthening the vitality of its links to the rest of the city.

The mere fact that Hunters Point shipyard is selected as the homeport for the Missouri puts South Bayshore in a more favorable market position. Developmental activities currently operating in relative isolation from each other are more likely to become inter-connected. Executive Park, for example, is currently in a 'slow growth' period with the regional and national decline in office growth. The homeporting could help to renew interest in this project, particularly those portions dealing with proposed hotel, retail, and restaurant uses. Moreover, the geographical orientation of Executive Park is toward San Mateo County. The homeporting will have help to shift the orientation of its use activities back toward the interior of South Bayshore and San Francisco as a whole. Also, the active occupation of the shipyard by naval personnel and navy families could help to stimulate recreational activity along the bayline in the Candlestick Point State Recreational Area, which is currently underutilized. If major city wide events were held at the shipyard or the recreational area, this would help to attract and make more people familiar with South Bayshore, giving it some of the vibrancy and commercial vitality the exists in other parts of the city. In addition, the homeporting could help to encourage revitalization of commercial activity along Third Street. Over the past several years, there have been signs that retail activity is picking up. The homeporting could help to assure the success of this new activity.

Taking into consideration the strong economic growth projected for South Bayshore, and the signs of private revitalization already occurring, the proposed homeporting could provide the catalyst for economic rejuvenation. By occupying a pre-existing site and facilities, the proposed homeporting of the U.S.S. Missouri does not involve assembling any new sites in the district or displacing the existing residential population. At the same time, it could strengthen the consumer market and provide employment and business opportunities that could benefit all segments of the existing residential and business communities in the district. The importance of these potential benefits underscores the need to work out a plan for the homeporting that helps to assure their realization.

## ISSUES

Principal issues affecting industrial activity in the South Bayshore community are summarized below.

### Warehousing on Third Street

- Warehouses are a relatively unobtrusive industrial use, yet their increasing concentration along Third Street is of increasing concern to nearby residents and merchants because they detract from residential livability and commercial vitality? What can be done through zoning changes or other means, to restrict the intrusion of warehousing on Third Street and nearby residential areas, while encouraging it as a relatively healthy type of industrial activity in industrial areas?

### Employment and Private Industrial Growth

- Projected employment growth in South Bayshore is potentially large enough to significantly reduce, if not eliminate, the problem of unemployment in the Bayview Hunters Point residential area. How can existing job training programs be strengthened, what new job training efforts are needed to realize this potential?
- What kind of new private industries other than warehousing might be attracted to South Bayshore? What are the primary constraints to new industrial growth -- infrastructure needs, land availability, environmental conditions, etc.? Is the South Bayshore's labor force capable of filling employment needs of potential new industries?

### Impact of the Homeporting of U.S.S. Missouri

- How can plans for the homeporting of the U.S.S. Missouri to strengthen its potential as an economic base for pulling together the diverse parts of the total South Bayshore economy and maximizing employment and business opportunities for the South Bayshore community?



## URBAN DESIGN

This section deals with the issues facing urban design in South Bayshore. It describes the physical and visual form and structure of the district and analyzes how this form and structure can be modified and enhanced to give the district more coherence and make it a more attractive and exciting place to live and work in and to visit. It concludes with a listing of the urban design issues that should be addressed as a part of the comprehensive planning process for South Bayshore.

### GENERAL DESCRIPTION

Not too many years ago the South Bayshore community was in a precarious position, problems were multiplying and ongoing urban decay the primary impression. While few would claim that the problems have been completely swept away, the South Bayshore has become a stable area on the mend. Freshly painted homes and well tended gardens and yards are becoming a larger and larger part of the urban landscape with each passing year. The ridge of South Bayshore Hill, seventeen years ago a cleared vacant expanse dotted with the foundations of former wartime housing, is now one of the more attractive residential areas in the City. Hardcore problem areas that once could be pointed to with a wide sweep of the arm are now confined to a few pockets, pockets that are growing smaller with each passing year. Vexing problems remain, but where a generation ago the problems seemed hopeless, solutions now appear reasonable and within our means.

The general description of the form and structure of the area made twenty years ago in the 1969 South Bayshore study is still valid. The visual and structural problems of the area still exist although reduced in size and severity. There are still too many very wide streets devoid of trees and landscaping; the shopping district is still too spread out, lacking focus and the necessary vitality to become the heart of the community; and the interface between residential and industrial uses is still here and there unnecessarily abrasive. These problems and possible corrective actions are discussed in the following paragraphs.

### STREET TREES AND LANDSCAPING

Many of the east west streets in the South Bayshore are quite wide, much wider than the traffic using them needs for efficient operation. Where there are front yards the extra width is well used for gardens or on some blocks for off-street parking, but on other streets such as Newcomb the sidewalk area is a mere 15 feet on each side and the paved area is 60 feet curb to curb, sufficient width for four moving lanes. While such streets are unattractively bare and harsh they hold the potential for reclaiming unused paved areas for the creation of people areas. There are several ways this can be done.

Green space can be created without changes in curbs, gutters and storm drain location by converting the center of the street into green space with a central landscaped island. Revere Street in the South Bayshore is an excellent example with its distinguished row of Washingtonian Palms rivaling those of Dolores Street for beauty. The median space, however, is not a safe place for children to play, and the question of maintenance of the median would have to be resolved.

An alternate approach are sidewalk widenings which produce logical and safe places for trees and benches. The DuBoce Triangle area of San Francisco offers some excellent examples of what can be accomplished in this manner. Maintenance of the widened sidewalks is the responsibility of the adjacent property owner. Making such areas work requires a cooperative neighborhood, one that will work together to keep the areas clean and avoid abuse. A group of teenagers enjoying evenings socializing can become a real problem for adjacent residents if their behavior gets out of hand. Active neighborhood participation is required to make such public amenities work to the neighborhoods advantage. Short of more ambitious improvements is the creation of small widenings of the sidewalk area to provide adequate space for the planting of large growing trees, but avoiding the potential problems of sitting areas. The presence of a few large trees on a block can effect a remarkable change of character. Combining such planting areas with a shift to diagonal parking can be especially advantageous. Here too, neighborhood cooperation in taking care of the trees for the first couple of years until they become established is crucial.

In summary, there are a number of ways of correcting the problems of bare, bleak streets depending upon the specific configuration of the block and the energy and ambitions of the block residents themselves. Each neighborhood will want to consider the features they want and feel they can successfully make work.

### CREATING A COMMUNITY HEART

Residents today, as twenty years ago, are still seeking a vital center that will help bring together the several parts of the community. The logical location for this heart is the one street that links all the various sections together: Third Street. While there is a handsome library, a restored Opera House and a large recreation center in reasonable proximity to each other, Third Street has never come alive as a strong shopping street where residents would choose to go for most of their regular shopping. Instead all those who can seem to shop at distant shopping centers outside of the South Bayshore. There are several reasons Third Street has experienced difficulty as a shopping street.

A reason noted in the 1969 Plan was the extended nature of retail activity along Third. There are too many stores stretched out over too great a distance with the consequence that the level of activity never reaches the critical level at any one point for truly successful retailing, or for any



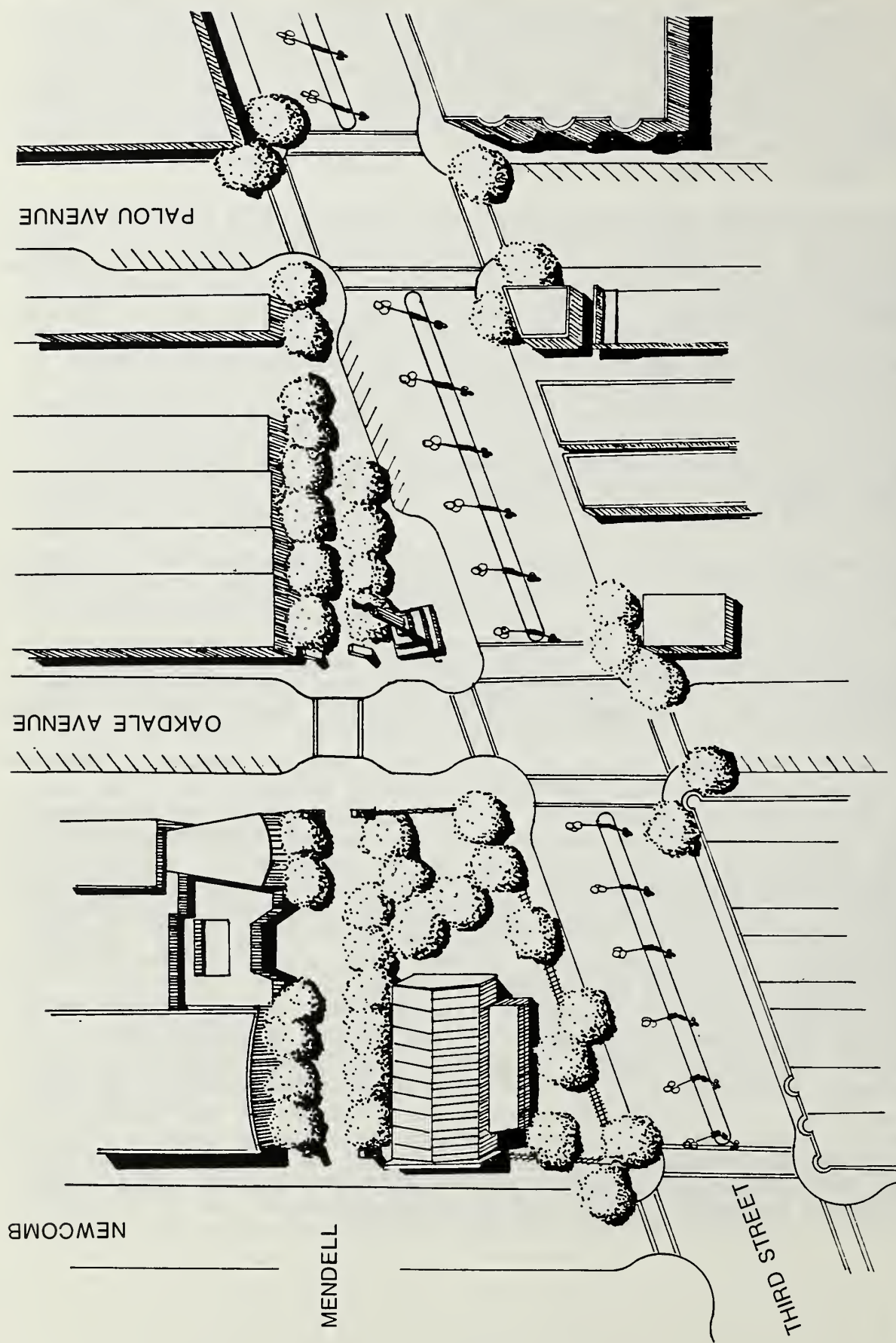
sense of community focus to develop. What is needed is a concentrated area of activity that will attract enough people during the day and evening that the kinds of incidents and problems that have plagued the street in the past simply will not occur. Restructuring the retailing, investing in attractive shops and storefronts and upgrading the merchandising practices is not within the scope of street improvements, but requires special economic mechanisms in the absence of motivated private investors. Physical improvements can assist such a commercial restructuring but cannot in themselves cause it.

Heavy traffic and the wide width of Third Street give it problems similar to outer Geary. On Geary the width and traffic is compensated by lush median landscaping; on Third the median is a bare three feet which even if landscaped could contain only small scale plantings insufficient to impact the overall environment. One possible solution is to bulb the sidewalk area out seven or eight feet at intersections, bus stops, and at other points to both effectively narrow the pedestrian crossing distance and to provide places suitable for the planting of the large growing trees needed to soften the harsh presence of so much paving and bring the streetspace down to a more human scale. With trees along the sidewalks, attractive light standards spaced at short intervals on the median can help make that narrow band contribute something to the neighborhood. Sidewalk bulbing and new lighting fixtures in the median are illustrated in the attached design alternatives.

If it is determined that present and future traffic volume on Third Street does not require six lanes, then more substantial landscaping can be accomplished while simultaneously expanding the number of curb parking spaces. The possibility of reducing the number of traffic lanes from six to four with turning lanes where required should be carefully explored as it opens the way for the most dramatic change in the character of Third Street. Another possibility is the extension of the Muni rail system down Third Street.

The small triangular sliver of land created by Mendell Street on the east side of Third between Oakdale and Palou has been a problem area in the past, but it also presents an opportunity to significantly improve the environment. Together with the Opera House garden it offers the best location for the planting of large trees that could transform the appearance of the area giving it an almost park-like character. The triangular parcel also offers a superb location for a large civic monument memorializing an individual or persons important to the community. If it is eventually decided to erect a monument in this location it is important to keep one thing in mind: it should not be a trivial monument. It must be both tall and grand if it is to have a significant impact upon the character of Third Street. It should be at least thirty-five feet in height and should be combined with a monumental character. A flagpole or even a cluster of flagpoles will not be adequate. Any monument in this location must be an undertaking the community can take lasting pride in. Two possible locations are presented for consideration. Alternative A would place the monument on the centerline of Oakdale giving the sculpture the added importance of axial placement. Alternative B places the monument on the southeast corner of Third and Oakdale where it would become somewhat more prominent as seen from Third Street.

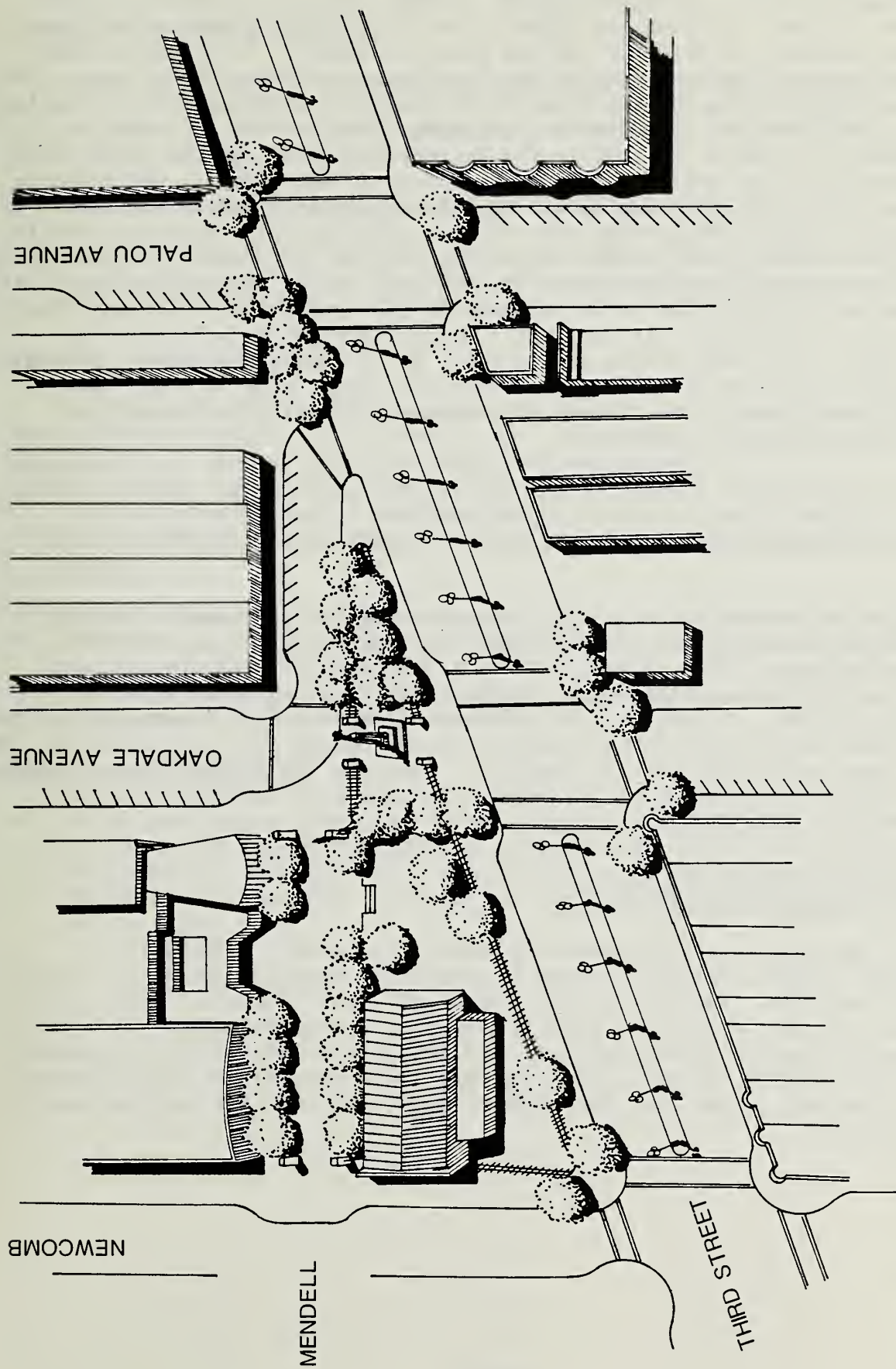




**South Bayshore  
Urban Design**

**Alternative A**

**Figure 18**



**Figure 19**

**South Bayshore  
Urban Design Alternative B**

The block of Mendell Street between the Opera House and the Joseph Lee Recreation Center was closed to traffic in 1986, paved as a pedestrian mall and trees planted. Lacking the tables, chairs and other sidewalk furniture the space can only be used for limited play and events. There are no doubt practical reasons why such features have not been provided, but to leave this space in its presently underutilized state should only be considered as a last resort. With adequate and effective management and careful physical improvements the space in front of the Recreation Center can become an attractive well used public open space. Intensely used spaces, particularly where many young people are present, must be well supervised and monitored to prevent activities from getting out of hand. The possibility exists here to combine the mall with the garden of the Opera House into one controlled space, extending the garden fencing to include the mall so that it can be closed off when the Recreation Center or Opera House is not open and staff not available to supervise and monitor its use. With proper care and attention to the landscaping, this could become an extremely attractive public space. A small food service kiosk might facilitate use of the space, provide additional informal surveillance, and through its revenues help offset the costs of managing and caring for the space.

Both Alternatives A and B illustrate the enclosure of the Mendell Street mall. B differs from A in that the secured area is not extended across Oakdale, and Mendell is transformed into a pedestrian area on that side as well.

The objective should be to make the public spaces on the east side of Third Street a community resource enjoyed and valued by all the residents of the South Bayshore. To achieve this transformation will require the most careful and sensitive adjustments, accomplished in a way that respects everyone's rights. A step by step experimental approach is recommended as the most prudent way to discover the best means for making this underutilized open space a more vital part of the community. Adequate staffing of the Recreation Center and the Opera House are essential co-factors to the physical improvements.

#### RESIDENTIAL/INDUSTRIAL CONFLICTS

The 1969 Bayshore Plan proposed a number of diagonal intersection diversions to help separate sectors of industrial use from residences and to channel industrial traffic to streets where the least number of homes would be impacted. In the intervening years a number of developments have occurred altering the pattern of use possibly voiding parts of the original proposal. The traffic impacts of these proposals need to be reevaluated and adjustments made, if necessary, and the plan resubmitted to the affected neighborhoods for reconsideration.



## ISSUES

### Street Trees and Landscaping

There are a number of ways of correcting the problems of bare bleak streets in South Bayshore. Examples are creating medians that provide islands of greenspace in the center of streets or widening of the sidewalks to provide space for trees and benches.

- Are these types of improvements desired by residents?
- Assuming the City is willing to make the initial investments to install the improvements, would the affected residents be willing to work together to maintain and protect them from abuse?

### Creating a Community Heart

The section of Third Street around the Opera House is the logical location for building a major activity center for Third Street. To build activity at this location, several questions need to be addressed:

- How to build a greater variety of healthy retail uses around the Opera House?
- What kinds of physical improvements to make on the street and sidewalks to provide more space and more encouraging for pedestrian activity?
- What role would a large civic monument have in enhancing this central location and giving it an identity?

### Beautifying Third Street

- Should the entire stretch of Third Street in South Bayshore be given special urban design treatment so as to provide visual unification through the length of the district? Should such treatment include architectural guidelines for new and renovated buildings so to enhance visual unification?

## RECREATION AND OPEN SPACE

This report deals with open space and recreation issues in South Bayshore. It describes open space in the Bayshore District of San Francisco, and to a lesser extent, recreation in terms of available facilities, programs, and staffing levels. Amendments to the Recreation and Open Space Element of the Master Plan, were adopted by the City Planning Commission on July 9, 1987. This report covers the newly adopted Element as it applies to existing conditions and future plans for open space improvements to South Bayshore. A statement of policies and programs in the newly adopted Open Space and Recreation Element is provided as a section of this report. This report concludes with a summary of issues that should be addressed as part of the comprehensive planning process for the South Bayshore.

### DESCRIPTION

#### Recreation and Park Department

South Bayshore has twelve parks under the jurisdiction of the Recreation and Park Department. Six of these parks have recreation centers or clubhouses for active indoor recreation. In addition, there is Martin Luther King Jr. Pool at Bayview Playground located at 3rd Street and Carroll Avenue, which is available to residents for year round use. Features of the city-owned recreation facilities in South Bayshore are shown in Figure 20. Locations are shown in Figure 21.

The Recreation and Park Department currently has nine full time recreation staff of the Recreation and Park facilities in the South Bayshore, as well as three full time aquatics staff at Martin Luther King, Jr Pool. The staff is responsible for providing a variety of recreation programs, the composition of which varies during different parts of the year. Activities are typically offered daily. They are oriented toward pre-schoolers and school age children, adults, and seniors. Some of the recreation activities now offered in the South Bayshore include:

Softball	Baseball
Karate	Rope Jumping
Field Trips	Arts & Crafts
Senior Citizen Clubs	Swimming

Observations made during field surveys in South Bayshore suggest that many recreational facilities are not widely utilized. Recreation and Parks staff indicate that recently much improvement has been made in utilization at all recreation sites in the area. Attendance has been substantially higher within the past year. They also indicate there is a need for funding for additional staffing and supplies.

Park/Open Space Name	Acreage	Block	F E A T U R E S							
			Landscape Picnic Area	Childrens Play Area	Softball Baseball	Basketball Volleyball	Tennis Soccer	Clubhouse Rec. Center/ Gym//Kitchen	Pool	Rec. Staff
Adam Rogers Bayview Hill Park	3.83	4715	L	X						0
	26.114	4991 4977	L, P							0
Bayview Playground Gilman Playground	3.433	5420		X	S				Clubhouse	0
	7.026	4963 4945		X	S	V			King Pool	1
Hilltop Playground Hunter Point Rec. Ctr. & Milton Meyer Joseph Lee Rec. Ctr Palou/Phelps Mini Park Ridgetop Plaza /1/ Selby/Quesada Minipark Silver Terrace Plygd Youngblood Coleman	3.83	4713		X					R	0
	2.681	4700		X	S				C, R, R	3
	1.837	5310		X		B	T		R C K R	2
	.688	5329	L			B				0
	1.134	4711	Plaza							
	.204	5331		X		B				0
	5.610	5396		X	B, S	V, B	T	C K R	1	
	6.190	4720		X	S		S	C K R	2	

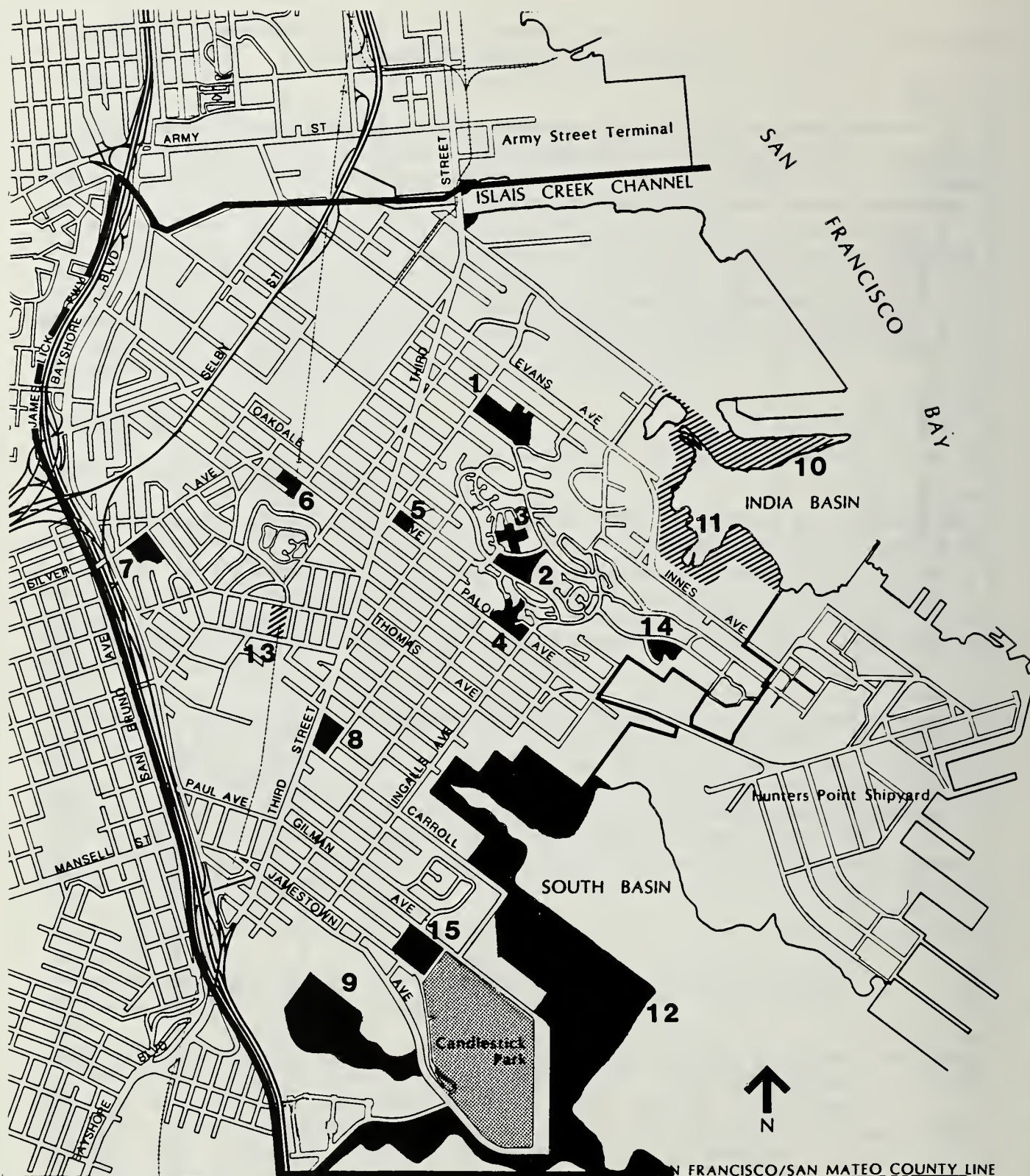
Planned or Existing Park	Acreage	Block	S T A T U S O F S I T E F E A T U R E S						
			Existing Park. Special Group Events, Professional Football, Baseball Planned Park. In process of being acquired and consolidated. Potential uses: Shoreline Park, Fishing, Picnic Areas.						
Candlestick Park	77.3	5000							
India Basin Galvez Bay East India Basin	~ 5 ~ 7	many many							

/1/ Jointly owned by Recreation and Park Department, and Water Department

**South Bayshore  
Features Of South Bayshore Recreation Facilities**

**Figure 20**





## South Bayshore Parks and Open Space Locations

- EXISTING PARKS AND OPEN SPACE
- PROPOSED PARKS AND OPEN SPACE

- |                          |                                  |
|--------------------------|----------------------------------|
| 1 Youngblood Coleman     | 10 Pier 98                       |
| 2 Hilltop Park           | 11 India Basin Pub. Shoreline    |
| 3 Ridgetop Plaza         | 12 Candlestick Pt. St. Rec. Area |
| 4 Adam Rogers            | 13 Historic Farm Site            |
| 5 Lee Recreation Cntr.   | 14 Milton Meyers Rec. Cntr.      |
| 6 Palou/Phelps Mini Park | (Hunters Point Rec. Cntr.)       |
| 7 Silver Terrace Pgd.    | 15 Gilman Playground             |
| 8 Bayview Playground     | 16 Islais Creek Pub. Access      |
| 9 Bayview Park           | (Port)                           |

**Figure 21**

## The Port of San Francisco

The Port owns and maintains two areas on the shoreline for public access within the project study's boundary. Pier 98, a narrow spit of land extending 2,400 feet into the Bay at the north end of India Basin, could be developed with a trail system, seating and picnic tables. The spit and its related marsh and mudflats support a seasonal shorebird and wildlife population. The Port also maintains two small areas along Islais Creek for public access to the shoreline. These open space areas are located in close proximity to the maritime activities.

## The State of California

The State has acquired 155 acres along the shoreline to create the Candlestick Point State Recreation Area. The original general development plan for the area was approved by the State Park and Recreation Commission in March 1978. The plan calls for facilities to accommodate a variety of uses including: camping, boating, picnicking, cultural and entertainment activities, hiking, and bicycling. Implementation is currently underway, as funds are being sought to carry out the necessary improvements.

For most of South Bayshore's history as a built-up district, its shoreline has been dominated by industrial uses. The Candlestick Point Area will provide for the first time major public access to the shoreline for both active and passive recreational activities in a natural setting.

Research conducted for this study indicates that implementation of the plan may also require some zoning changes. It appears that the boundaries for Candlestick Point include some areas that are currently zoned for industrial and residential uses. If so, it would be appropriate to change their zoning to P-OS (Public Use - Open Space) which is the appropriate zoning for open space districts. At the present time, it is not possible to determine the specific parcels that may need zoning revision because many parcels along the Candlestick Cove shoreline are partially or completely submerged. Department of City Planning staff is currently in communication with State Park and Recreation staff to determine the precise relationship between the boundaries of the Candlestick Point Recreation Area and existing zoning boundaries and whether further revisions in the zoning boundaries are needed.

## NEEDS ANALYSIS

The South Bayshore district is considered a moderate priority area in regard to quantitative need for recreation and open space. The standard which the City uses to measure minimum quantitative need is 2.5 acres of neighborhood parkland per 1000 population. South Bayshore's population, by the 1980 census, is 21,569. It has 62 acres of parkland currently owned and maintained by the City and approximately 12 acres which the City is in the process of acquiring and developing along the shoreline at India Basin and



Pier 98. This gives a total of 74 acres, which average out to 3.44 acres per 1000 population, far above the City standard. Moreover, the City's parkland acreage is supplemented by the 155 acres for the Candlestick Point State Recreation Area. If one combines the state park acreage, this works out to 10.36 acres of parkland per 1000 population in South Bayshore.

Underlying these quantitative standards, however, are some significant qualitative needs regarding recreation and open space in South Bayshore. While there is more than enough parkland in South Bayshore in terms of gross acreage, not all this land is sufficiently accessible and maintained to adequately serve the South Bayshore residents. Access to parkland is frequently exacerbated by the hilly topography of the district. For example, Bayview Hill is a 26 acre park perched above Candlestick Park. It provides a beautiful wooded setting for picnicking, hiking, and other recreational activities and offers excellent views of South Bayshore and other parts of the city and the region. However, the steep topography around this parkland limits access. Moreover, the single access road to the park is frequently closed or impassable. The Candlestick Point State Recreation Area, which offers major potential recreational opportunities to the South Bayshore community, is also in need of improvement. The State has made a commitment to improve this area, but so far only a small portion of this 155-acre parkland has been developed. Most of it is vacant, except for the stadium parking and industrial uses which still occur on some parcels.

Many of the smaller recreation and open space areas in South Bayshore are also unutilized and/or need improvement. Some, such as Ridgetop Plaza, consist merely of a simple plaza or a grassy lawn area. Other parks, such as Youngblood Coleman and Silver Terrace Playground, are designed for active recreational activities but some of their facilities, such as tennis courts and soccer fields, do not appear to be frequently utilized by residents. This apparent lack of use suggests a program need, such as additional equipment and/or staffing. Or it may reflect an imbalance between recreational facilities and community recreational interests, particularly when the facilities do not match the specific recreational interests of the South Bayshore community. If the latter is the case, there is a need to increase and improve citizen input in the planning and design of recreational facilities.

Adequate maintenance of those recreational facilities which are widely used is also a need. During the past several years, the Recreation and Parks Department has rehabilitated facilities in a number of South Bayshore parks including: Silver Terrace, Gilman Playground, Hunters Point Recreation Center, Joseph Lee Recreational Center, Bayview Playground, and Youngblood Coleman. Additional work is needed. The Recreation and Park Department has compiled a list of renovation priorities for South Bayshore parks. They are shown on Table 35 below.



TABLE 35  
RECREATION AND PARK DEPARTMENT  
PLANNED REHABILITATION of PARKS in the SOUTH BAYSHORE

<u>PARK NAME</u>	<u>IRRIGA- TION</u>	<u>PLAY AREA</u>	<u>REC. CENTER</u>	<u>OTHER</u>	<u>NEEDS REHAB.-NOT SCHEDULED</u>
Adam Rogers	XX			Comm. Garden	XX
Bayview Hill					Improve Access
Bayview Playgd.	XX				
Gilman Playgd.					XX
Hilltop Park		XX			
Hunters Point Rec. Center			XX		Irrig, Ball field
Joseph Lee Rec. Center			XX		
Palou/Phelps					Rehabilitation Underway
Silver Terrace			XX		Court Resurface

#### RECREATION AND OPEN SPACE POLICIES

The Recreation and Open Space Element of the Master Plan, adopted July 9, 1987, contains a number of policies and programs affecting the South Bayshore community. These are listed below.

#### THE SAN FRANCISCO SHORELINE

##### OBJECTIVE

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

#### **POLICY 1**

Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

#### **POLICY 2**

Maintain and improve the quality of existing shoreline open space.

#### **POLICY 3**

Create a trail around the perimeter of the City which links open space along the shoreline and provides for maximum waterfront access.

#### **POLICY 5**

Provide new public open spaces along the shoreline.

### **NEIGHBORHOODS**

#### **OBJECTIVE**

**PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.**

#### **POLICY 1**

Make better use of existing facilities.

#### **POLICY 2**

Maximize joint use of other properties and facilities.

#### **POLICY 3**

Renovate and renew the City's parks and recreation facilities.

#### **POLICY 4**

Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

The Master Plan also contains specific implementation measures for open space along the Eastern Shoreline, portions of which are within the project study's boundary. It is the City's policy to improve open space along the Bayshore in the following specific ways:

### **ISLAIS CREEK**

Continue to provide well defined public access to the banks of Islais Creek at the Third Street bridge. Contingent upon development of a train trestle along the channel, construct a broad public access boardwalk along Islais Creek that provides areas for fishing and public enjoyment. Maintain and enhance view corridors along Islais Creek to the Bay.

## PIER 98

Pier 98 is a narrow eleven-acre spit of land extending about 2,400 feet into the Bay at India Basin and consists primarily of fill placed there for a new Bay bridge, the Southern Crossing, that was once proposed for the site. Consistent with the Port's needs for a portion of the area to support maritime terminal operations, make the Pier south of Jennings Street available for public shoreline access. Include a trail system, seating and picnic tables, and wildlife observation areas. Maintain support of the a significant seasonal shorebird and wildlife population and restore and enhance marsh and tidal mudflats.

## INDIA BASIN

Retain existing privately operated boat maintenance and repair yard uses. Give priority to development of marine oriented industrial and commercial recreation on property inland of the shoreline. Acquire and develop the shoreline areas as a continuous waterfront park. Permit development of a small boat marina with related facilities, including a public boat launch facility. Provide well-marked pedestrian and bicycle trails. Create grassy picnic areas and reserve viewpoints with good views over the Bay and to the downtown area. Investigate potential to reintroduce marsh and mudflats to restore these habitats for native flora and fauna.

## HUNTERS POINT NAVAL SHIPYARD

Seek ways to increase public access to the shipyard shoreline without interfering with maritime use. Encourage construction of new naval housing near the north gate entrance. Shoreline access could be provided along the South Basin extending east from the Candlestick Point State Recreation Area. Shoreline trail, a trail connecting India Basin and Candlestick Point could be provided along Earl Street through the Naval Shipyard site to link up with the City shoreline trail.

## CANDLESTICK POINT

Encourage and facilitate implementation of the master plan for development of the 171 acre Candlestick Point State Recreation Area, which extends from the County line north to Shafter Avenue along the Bay shoreline.

The State's master plan calls for enhancement of wildlife habitat and development of water-oriented as well as other active and passive recreational uses. The natural marsh is to be restored near the mudflats at the north end of the park. Native trees, shrubs, and ground cover are to be planted in upland areas throughout the park to recreate the indigenous vegetation of the Bay region. The plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an



island off-shore to provide a resting place for migratory birds. Another passive recreation area is planned at the southeast end of the park at 'Sunrise Point' has been installed. The plan calls for construction of hiking trails throughout the park.

Jogging trails will link up with an exercise concourse. A separate network of bicycle trails will connect the various activity centers of the park, and skirt the Bay shoreline. The plan also calls for development of a community garden center, picnic areas, a campground with facilities for overnight group camping, fishing piers and swimming beaches and a community cultural and recreation center.

The plan provides for development of a number of water oriented uses. A marina complex is planned with space for a ferry landing and concessions, slips for permanent as well as day-time boat tieup. The marina would include a lagoon for sailboats and other non-powered craft as well as a restaurant and snack bar.

## **BAYVIEW HILL**

Improve and expand Bayview Park. Make it more accessible to the public for recreational purposes by providing better vehicular and pedestrian access. As private development occurs along the periphery, orient that development in ways that will activate the park.

## **ISSUES**

### **Priority for Open Space Improvements**

- At present South Bayshore is considered a moderate priority area for open space and recreational improvements. Given the large gross acreage of parkland per 1000 population in the district, is there any basis for increasing the amount of publicly owned open space? Given the opportunity to plan and develop recreational facilities in undeveloped open spaces, what should be the priority for improvements? In which location and with what types of improvements?

### **Potential Impact of Proposed Naval Housing**

- The proposed construction of 1500 dwelling units for navy families in the Hunters Point shipyard area would increase the need for open space and recreational facilities. Is open space and recreation being considered as a proposed use in the Navy's master plan for the Hunters Point shipyard area? If so, would this proposal be accessible to South Bayshore residents outside the shipyard area?

### Increasing Resident Utilization of Recreational Facilities and Programs

- Existing recreational facilities and programs in South Bayshore appear to be under utilized. What can be done to increase utilization, particularly among children and young people? How can residents have more input in the selection and design of new recreational facilities and in changing and improving recreational programs? What are potential funding sources for additional supplies and staffing to attract more people to recreation sites?

### Zoning Change - Candlestick Point State Recreational Area

- It appears that some of the areas within and around the boundaries of the Candlestick Point State Recreational Area are presently zoned for M-1 (Light Industrial) and R (Residential) uses. To the extent that the area immediately surrounding the Candlestick Point area is zoned for industrial and residential uses, are the zoning designations appropriate for encouraging compatible land use activity around the park? If not, which zoning designations would be more appropriate?

## COMMUNITY FACILITIES and SERVICES

This section deals with issues affecting the following community facilities in South Bayshore: schools, child care and youth programs, libraries, and neighborhood centers. Special attention is given to the needs of the pre-school and school-aged population since they form one of the largest and most important group served by these facilities.

### SCHOOLS

The majority of the academic institutions in the South Bayshore area are those which provide education to the younger sector of the school-aged population. There are eight public elementary (K-5) school buildings in the South Bayshore area. Only four of these eight buildings are presently utilized. They are Bret Harte, Dr. Charles Drew, George Washington Carver and Sir Francis Drake. Also there are two catholic parochial schools in the area -- All Hallows, located at Lane and Quesada Streets, and St. Paul of the Shipwreck, located at Third and Jamestown Streets. The two parochial schools cover the grades from kindergarten to eighth. In addition, there are two alternative public schools within or in close proximity to the district. These include a public academic middle school (6-8), Dr. Martin Luther King, Jr., and a public high school (9-12), Phillip Burton.

Because of district-wide enrollment policies for the City's alternative schools, as well as integration programs that bus children out of their own neighborhoods, enrollment at public schools in the South Bayshore does not reflect actual enrollment originating from the area. Nevertheless, South Bayshore's schools appear to be overutilized. Table 36 presents district-wide enrollment and capacity, and Table 37 presents the same data for the South Bayshore. See locations on Figure 22. Throughout San Francisco it is estimated that 74% of school aged (K - 12) children are attending public schools and the remaining 16% are attending private or parochial schools. Applying this ratio, not accounting for those youth not attending school at all, it is estimated that in South Bayshore 5079 students attend public school and 1785 students attend private school. Considering the high cost of private education and the incidence of poverty in the area, the real private enrollment is probably substantially below this calculated value.

The Southeast Community College Center also serves the South Bayshore community. Located in a new facility at Oakdale and Phelps Streets, this center offers programs in adult education, health services, family care, and computer technology.

### CHILD CARE SERVICES AND YOUTH PROGRAMS

South Bayshore has a large number of pre-school and pre-work age residents. Approximately twenty-one percent of its residents are 14 years of



TABLE 36

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SAN FRANCISCO UNIFIED SCHOOL DISTRICT ENROLLMENT AND CAPACITY  
FALL 1986

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	<u>Enrollment</u>	<u>Capacity</u>	<u>Residual Capacity</u>	<u>Utilization</u>
Elementary (K-5)	29,392	28,776	-616	102%
Middle (6-8)	12,736	13,003	267	98%
High(9-12)	<u>21,834</u>	<u>23,180</u>	<u>1,346</u>	94%
TOTAL	63,962	64,959	997	98%

---

TABLE 37

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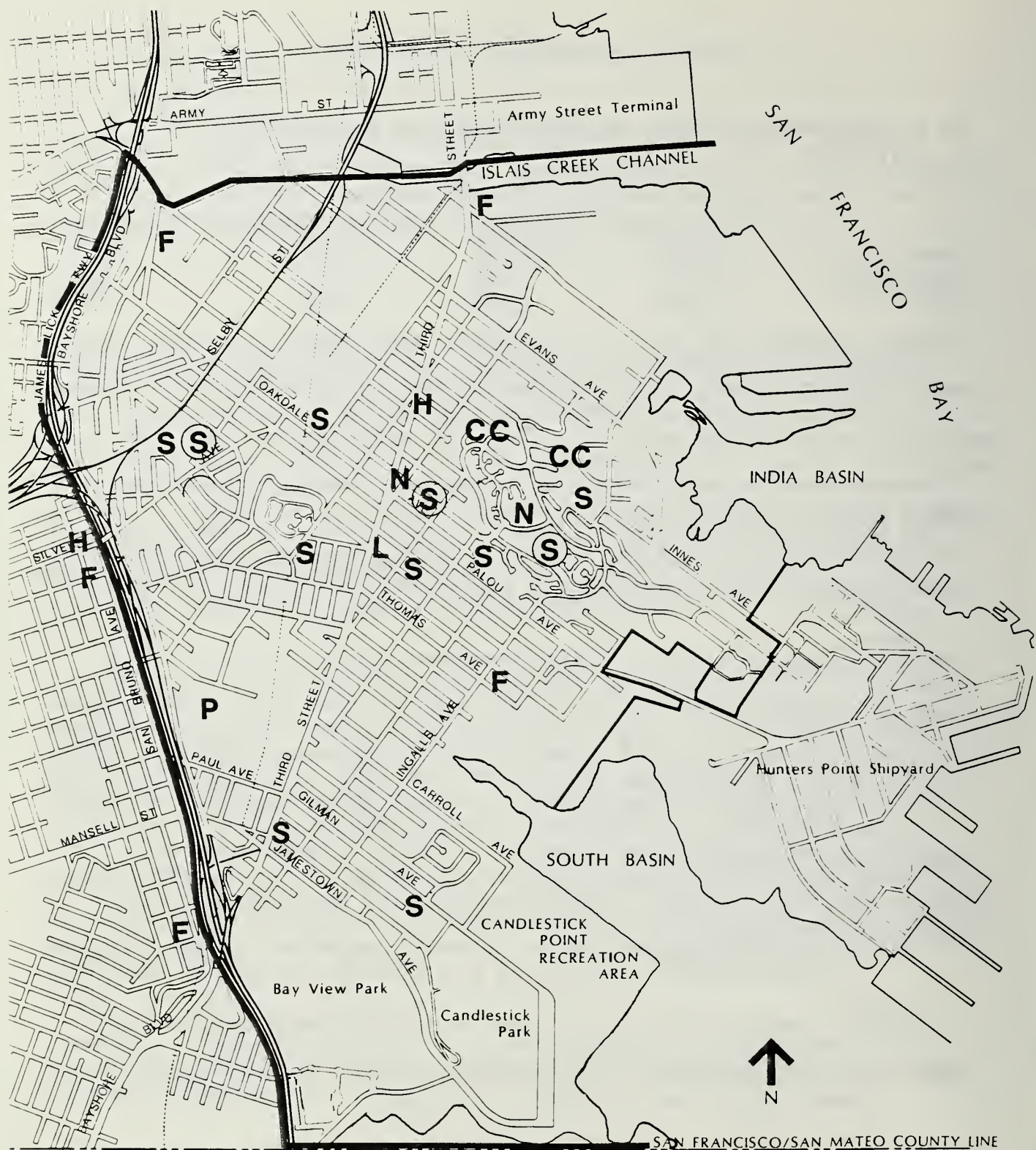
PUBLIC SCHOOLS IN SOUTH BAYSHORE

---

	<u>Enrollment</u>	<u>Capacity</u>	<u>Utilization</u>
Pre-Kindergarden Ctrs. and Children's Ctrs.			
Bret Harte			
Burnett			
Dr. Charles Drew			
Elementary Schools			
Bret Harte	437	435	100%
Dr. Charles Drew	150	178	84%
George Washington Carver	324	300	108%
Sir Francis Drake	351	345	102%
Middle School (Alternative)			
Martin Luther King Jr.	534	525	102%
High School (Alternative)			
Phillip Burton Academic	<u>718</u>	<u>775</u>	<u>93%</u>
TOTAL	2514	2558	102%

---

SOURCE: San Francisco Unified School District, "DRAFT Bldg. Utilization  
Summary Data Form - Fall 1986 - 11/15/86"



## South Bayshore

## Community Facilities, Public Health And Safety Locations

Figure 22

S Opened School

Ⓢ Closed School

P Proposed Site For Police Station

F Fire Station

H Public Health Center

CC Childcare Center

N Neighborhood Center

L Library

age or under, compared to slightly over thirteen percent for the city as a whole. A large number of these children and young people belong to female-headed households. This indicates a large demand for child care facilities; yet the supply of child care facilities in the district is limited.

There are two subsidized infant care (0-2 years) programs in the Bayview-Hunters Point community. One has 75 slots and a six to nine month waiting list. The other has 36 slots and a one year waiting list. There are eleven pre-school programs ranging from one-half day to full day care and six afterschool programs with average waiting lists of nine months. As in most of San Francisco, school age childcare in South Bayshore is provided primarily by non-profit organizations, churches, San Francisco Unified School District, and informal arrangements. There are 23 licensed family day care homes with a total of 164 slots in Bayview/Hunters Point and a number of unlicensed homes which eludes surveys. These homes provide care for a small group of children in the provider's home. The cost of infant and pre-school care range from \$10.00 to \$15.00 per day in the Bayview/Hunters Point neighborhood.

Recreational facilities provide after-school programs for young people, but these programs do not appear to be fully utilized. During field surveys, many of the recreational facilities appeared deserted. This is in contrast to the street corners, where there appear to be an active number of young people 'hanging out'.

## LIBRARIES

There is one public branch library, Anna E. Waden, in the South Bayshore district. It is located on Third Street at Revere Avenue. This branch has a collection of over 30,000 volumes and serves as a neighborhood center. It also offers literary and entertainment programs. There appears to be no major issues regarding library facilities that require special consideration in the comprehensive planning process for South Bayshore.

## NEIGHBORHOOD CENTERS

There are two recognized neighborhood centers within the South Bayshore community -- Whitney Young Community Center and the Opera House. The Whitney Young Community Center was established in 1974 in Hunters Point. The Opera House is located on Newcomb Street between Third and Mendell Streets. The two centers offer a variety of programs of significant interest to community residents, including cultural and art programs, social assemblies, and dramatic productions. The Opera House has special significance because of its potential to serve as focal point for activity in the commercial core of the district. It also has historical architectural significance, with an original construction dating back to 1888.

The South Bayshore community lacks a center where residents can congregate and interrelate on district-wide interests. The New Bayview Committee serves



as an umbrella organization that effectively brings people from all cross-sections of the district together on issues of mutual concern. However, it lacks its own space as well as staff. Some consideration might be given to providing such space and staff support so as to strengthen the district-wide perspective that the New Bayview Committee provides for South Bayshore.

## MAINTENANCE of COMMUNITY FACILITIES AND INFRASTRUCTURE

South Bayshore, like other districts in the city, has a large stock of physical facilities and infrastructure, most of which is already built and aging. These include neighborhood facilities, such as school and recreation buildings as well as basic infrastructure, such as streets, lighting, water distribution systems, and other utilities. In addition, South Bayshore has a number of public facilities which are industrial-oriented, such as the City's sewage treatment plant and a major citywide recreational facility, Candlestick Park. The costs of maintaining this infrastructure are extensive and recurring. Maintenance costs form the greatest part of the City and County's capital improvement budget. Maintenance of existing infrastructure and development of new infrastructure are important to the future development of South Bayshore. However, no attempt to estimate infrastructure needs and costs was made as a part of this study. To be meaningful, such estimates would have to be developed at a citywide level, so that South Bayshore's needs can be examined within the context of the needs of other districts and the City on a whole. This study points to the need for such citywide study.

## ISSUES

### Schools

- South Bayshore has four unutilized elementary school buildings. Is there a need to reopen these buildings? If so, how will the improvements needed to reopen them be funded?
- Elementary school children form a critical age group in South Bayshore. Given the increasing rate by which many young people have dropped out school and the labor force over the past decade, it will be important to reach those at the earliest school ages to build a generation that seeks more productive and positive outlets for their lives. How can school children become more actively involved in overall community revitalization efforts in a way that does not necessarily require additional funding resources? For example, can classroom assignments be tied to urban revitalization projects? Could students be given projects that involve putting down their own ideas on what they would like to see happen to improve the district?

### Child Care and Youth Support Facilities

- There appears to be a need for additional subsidized child care facilities in the district. The fact that only two such facilities exist in relation to the large number of families with children, particularly female-headed and low-income, suggests there may be a large demand for additional facilities.
- The apparent alienation of a number of young people from the school system, from the job market, from constructive recreational outlets, and from society in general in one of the most complex problems facing South Bayshore. It will require, as one resident puts it, "restructuring of the young peoples total way of thinking". However, there are not easy answers on how to do so. What can be done to reach and remotivate the young people in South Bayshore?

### District Centers

- The Opera House has special significance as a building of historical architectural merit and as a potential activity center. Located in the heart of the Third Street commercial core, it can serve as a major node for the revitalization of Third Street. What can be done to strengthen the role of the Opera House as a major activity center for South Bayshore? What can be done to attract more people to its programs and to build up its surrounding environment with a greater variety of retail, eating, and drinking activity and improved landscaping and security?
- There is a need for a place in South Bayshore where residents from all cross-sections can meet to discuss, hold workshops, and take actions on issues of neighborhood and district-wide concern. What can be done to provide space and essential staff support for the New Bayview Committee to more effectively carry out its district-wide citizen participation directions and responsibilities?

### Infrastructure

- What are the existing infrastructure needs in South Bayshore? What new needs might be created as a result of revitalization? What priority do the needs in South Bayshore have in relation to other districts of the city? Should there be a citywide study on infrastructure needs and requirements?

## **PUBLIC HEALTH & SAFETY**

This section covers issues dealing with physical facilities of the following areas of public service in South Bayshore: Police, Fire, and Public Health Services. The locations of these facilities are shown in Figure 22 of the previous section.

### **POLICE SERVICES**

The South Bayshore community is served by the Potrero Police District Station located at 2300 Third Street, which is outside the boundaries of the South Bayshore study area. The Potrero Police District, which covers a larger area than any other police district, includes Potrero Hill, Visitacion Valley, Portola, and John McLaren Park, as well as South Bayshore. Station personnel include one captain, four lieutenants, fourteen sergeants and eighty four police officers.

Historically, the location for police stations has been determined by the walking radius of patrolling officers. According to this standard, South Bayshore would not be adequately served since most of this neighborhood is outside the walking radius of the Potrero Hill facility. This concern however, may be remedied by Proposition A, a bond initiative which would provide \$28 million to finance the much needed earthquake preparedness, and renovation or replacement of neighborhood police stations citywide. Under this plan, funds would be allocated for the relocation of the Potrero District Station to 1815 Egbert Street, in the South Bayshore district within a building currently owned by the San Francisco Housing Authority.

Relocation of this district station to the proposed site would place the facility in a more centrally situated locale within the boundary areas served, and facilitate adequate, efficient and effective service to the entire community. Additionally this new facility would reflect improved standard and technological advances in the area of police operations. The current Potrero Police Station, like many police facilities throughout San Francisco, falls well below recognized building codes.

### **FIRE SERVICES**

Five fire stations provide service to the South Bayshore community. Three are located within South Bayshore. They include: Station 9 at 2245 Jerrold Street; Station 17 at 1295 Shafter Street; and Station 25 at 3305 Third Street. The other two are located immediately outside the district, but provide direct service to it. They include: Station 42 at 2430 San Bruno Avenue; and Station 44 at 1298 Girard Street.

The primary water supply for firefighting in the South Bayshore is low-pressure domestic water from the City water mains. The Auxiliary Water Supply System for Fire Protection completely independent of the domestic water distribution system and under the jurisdiction of the Fire Department provides



a secondary source of water exclusively for firefighting purposes. This is commonly referred to as the 'high-pressure system' and is located under Third Street. As demonstrated by the April 4, 1986 fire that killed nine people, and destroyed a warehouse in the area, water pressure for fighting fires in the South Bayshore is currently inadequate. However, a recently approved bond initiative is permitting the Department to augment their services in the area by laying new lines. The Fire Department is in the process of supplying high pressure lines to the South Bayshore via San Bruno - Bacon - Bayshore - Silver - Palou and San Bruno - Bayshore - Salinas - Third - Palou and a loop from Gilman - Third - Ingalls - Revere back to Third.

In addition, they are also placing underground cisterns at Third - Hollister, Williams- Venus, Third - Thornton, Oakdale - Quint, Ingalls- Shafter, Northridge Road, and Hudson - Cashmere. These cisterns hold approximately 75,000 gallons of water and are used as a back-up water source in the event of a water main rupture

Further augmenting the Department's water supply are suction connections along the eastern water edge, along the South Basin area and at Hawes and Armstrong underwater which will allow the Department to use sea water in the event of a fire. This augmentation program is expected to be operational by 1989.

The homeporting of the U.S.S. Missouri and the settlement of 1500 navy households in the new dwelling units to be constructed in Hunters Point Naval Shipyard would require some city fire emergency services. According to a July 23, 1987 report by the Budget Analyst, these services would consist of "assistance as required and reserve units to replace out of service Navy units using existing facilities at no cost to the Navy's as is the current practice at Treasure Island and the Presidio". The estimated annual cost of these services is \$63,600.

## PUBLIC HEALTH SERVICES

Those entities providing public health services in South Bayshore include the San Francisco Department of Public Health and community-based health care programs. The goal of the San Francisco Department of Public Health is to assure each resident of the city an opportunity to achieve and maintain optimal health. The Community Public Health Services Division provides a set of programs, administered through District Health Centers, San Francisco General Hospital, and other locations, that seek to achieve this goal. These services are available to South Bayshore residents at San Francisco General Hospital and District Health Center No. 3 located at 1525 Silver Avenue.

The General Hospital Medical Center is a 582 bed, licensed acute care facility located at 1001 Potrero Avenue. Services are primarily focused on providing care to the medically indigent, newly arrived immigrants and high risk populations, including patients with AIDS. The Emergency Department of the hospital is the county's primary facility for major traumas and mass

casualties. District Health Center No. 3 is the facility through which the Department of Public Health administers its community health programs for the southeast portion of the city. The Bayview Hunters Point Foundation (BVHP) is located at 4301 Third Street. It is a community-based organization devoted to improving the community's access to health care. Its programs are organized into the following categories: Youth, the Emotionally Disturbed, Substance Abuse, and AIDS patients. Five of its eight facilities are located in South Bayshore.

Discussions with community health care professional in South Bayshore reveal a need for a comprehensive perspective of health care issues. For example, problems of substance abuse are frequently linked to problems related to child abuse and family disorder. Some of these problems appear to be especially acute among black families. According to these discussions, well over half of the children in out-of-home placement in San Francisco come from black families. The Whitney Young Child Development Center in Bayview Hunters Point has been especially successful addressing this issue through outreach efforts whereby mental health workers are placed in daycare centers and elementary schools for early intervention.

Community-based health care and family support programs face a problem of increasingly limited funds in relation to need. The settlement of navy families in the Hunters Point Shipyard area could aggravate this problem if a significant number of these families had a need for and decided to use the services provided by these programs. At this point in time, however, it is not known whether such a need exists. More data would be needed on the socio-economic profile of the Navy families who are likely to settle in these area.

## ISSUES

### Police and Fire Services

- Deficiencies in existing police services have been identified in Proposition A, the Police Facilities Renovation and Earthquake Preparedness bond issue. Passage of this measure would not only place the Potrero District Station in a more central location within South Bayshore, but also provide a seismically sound facility with contemporary and efficient design which promote professional and responsive police services. If Proposition A passes, is the Egbert Street site for relocation of the Potrero District Station the most optimal site for the southeast section of the city?

### Health and Family Support Services

- There appears to be a linkage in South Bayshore between the large number of poor, often female-headed households; the low labor-force participation rates, particularly among young black males; the problems of substance abuse; and the problems of loitering, public drinking and drug dealing.

What is needed to bring about a multi-faceted program effort that can reduce the negative effects that these problems have on potential development of the district and bring the affected families and individuals into the mainstream of the South Bayshore economy? How would such an effort be funded?





## APPENDIX





## **A. BACKGROUND ON PARTICIPATING CITY DEPARTMENTS**

### **DEPARTMENT OF CITY PLANNING**

#### Purpose of Planning

The basic purpose of the City Planning Department is to assure orderly development of the City and County of San Francisco as a whole. This purpose is mandated by the City Charter, state law, and local ordinances or administrative codes. Section 3.524 of the City Charter, for example, states:

"It shall be the function and duty of the City Planning Commission to adopt and maintain a comprehensive, long-term, general plan for the improvement and future development of the City and County, to be known as the Master Plan. The Master Plan shall ... present a broad and general coordinated and harmonious development, in accordance with the present and future needs of the City and County."

The Master Plan must include various Elements which constitute its basic components. The San Francisco Master Plan is composed of several elements including Transportation, Residence (Housing), Recreation and Open Space, Community Safety, Urban Design, Commerce and Industry, Community Facilities, Environmental Protection, and Energy.

The primary means for implementing the Master Plan are: the City's Planning Code which includes the Zoning Ordinance, and the Subdivision Code. In addition, the Department administers Chapter 31 of the Administrative Code and the California Environmental Quality Act (CEQA) for San Francisco to assure that all major development projects proposed for the City and County meet State guidelines for protecting the health, safety, and security of the environment.

Essentially what these legal instruments do is provide a means for managing development in the City and County. A developer or property owner seeking to construct a new building or make significant alterations to an existing one must submit plans of the proposed development to the City Planning Department for review and approval. Department staff reviews the plans in light of affected planning policies and law and then makes recommendations to the City Planning Commission for final action.

It is by so regulating development that the Planning Department seeks to achieve the Master Plan goal of 'harmonious and orderly' development of the City and County as a whole. This basic function is essential to maintaining and improving upon the special character and uniqueness of San Francisco. San Francisco is a dense city with a very diverse population, topography, and climatic pattern. A physical development or change of almost any scale is likely to raise community interest in the surrounding area. In each of the

more than 4,000 cases coming to the Department each year, it is incumbent upon the staff to carry out the necessary research, frequently extensive, to assure compliance with established planning policies and law, satisfy to the extent feasible the interests of all concerned parties, and serve the long-term public interest of San Francisco.

### How Planning Works

The basic decision-making authority for City Planning in San Francisco is vested by charter in the City Planning Commission, with the Director of Planning responsible to the Commission. The Department as a whole serves as staff to the Commission. All major items worked on by staff are reviewed by the Director and must go to the Commission, either for a decision, recommendation to another body, or information and comment to staff.

The Department in turn is organized into two primary operating divisions: The Plans and Programs Division, and the Implementation Division, each headed by an Assistant Director. Plans and Programs is responsible for developing the plans and policies that are adopted by the City Planning Commission. Primary among these responsibilities is the Master Plan, the various Elements of which are revised and updated on a periodic basis by the Division's staff. In addition, the Division makes special studies and develops special programs for carrying out planning policy.

The Implementation Division is responsible for implementing the Master Plan Elements and general planning policies after they are adopted by the Commission. It carries out this responsibility through administration of the City Planning Code, the City's Subdivision Ordinance, Chapter 31 of the City's Administrative Code, and CEQA. The Assistant Director of Implementation also serves as the City's Zoning Administrator.

Overall administration of the Department is carried out by Department Management Division, which consists of the Director, the Deputy Director, their immediate staffs, and the Secretary to the Commission. Department Management also coordinates administrative support services to the operating divisions in areas related to personnel, budgeting and accounting, facilities maintenance, materials and supplies, etc. It also includes the information and statistical services section which coordinates all electronic data processing activities of the Department. A primary objective of Department Management is to assure that the Department's resources are being utilized with maximum efficiency and effectiveness toward accomplishment of program goals.

### Planning and Revitalization of South Bayshore

One of the primary challenges facing South Bayshore is the need for physical, social, and economic revitalization. City planning is relevant to this challenge by providing techniques for conserving positive neighborhood characteristics and by providing a comprehensive policy framework for implementation.

The primary tool for implementing City Planning policies is zoning. Zoning is essentially a tool for regulating physical development. Its main benefit is for conserving the existing physical scale and character of an area. As such, it is most relevant to communities experiencing high rates of physical growth and change. By restricting height and bulk of new buildings, by limiting certain types of uses, zoning can reduce the volume of new growth and the disruptive impact that growth can have on a community.

The use of zoning as a tool for conserving the existing character of a neighborhood is directly relevant to South Bayshore neighborhoods because these neighborhoods have many characteristics, e.g. low density housing, family-orientation, that could benefit from the protection that zoning provides. In cases where there is an over-proliferation of certain uses, e.g. restaurants, liquor stores, etc., zoning may limit new growth in these uses. This impact is future-oriented rather than retroactive. Zoning cannot be applied retroactively to eliminate or reduce the existing oversupply of a given use; it generally applies only to new development. It can stop a downward trend whereby certain problems, such as traffic congestion, loitering, etc., are accumulating as a result of an oversaturation of certain uses, and provide a basis for introducing a wider variety of uses that are more beneficial to the long run health and vitality of a community.

At the same time, there are many issues in South Bayshore that zoning cannot directly address, such as weak retail demand on Third Street, unemployment, low labor force participation rates among black youth, poverty, and related social problems. To a large extent, these problems require direct action programs that involve transfer of tangible resources, such as job slots, higher incomes, land acquisition, etc. to specific persons and/or sites.

What city planning can provide is a comprehensive policy framework within which these direct action programs can operate. A comprehensive policy framework is directly relevant to the complex nature of many of the problems relating to economic revitalization. Many of the problems constraining economic revitalization are systemic, whereby conditions of poverty are closely linked to low self-esteem, weak family supports, substance abuse and crime. Within this context, a direct action program by itself can only have limited impact, and in some cases can make a problem worse. For example, a job training program that is not linked to placement in real job opportunities might increase attitudes of cynicism and disillusionment among a youth population that is already alienated. Similarly a program to clear a site where public loitering, drinking, and drug dealing take place and to replace old buildings with new buildings may be unable to market the space in the new buildings if these social problems reappear in the area surrounding the site.

A comprehensive planning framework can provide the breadth of perspective needed for looking at the systemic aspects of revitalization problems and for designing policies that seek to maximize and sustain the benefits of direct action programs while minimizing the negative secondary consequences. In South Bayshore, there is a need to link physical revitalization efforts with social and economic improvement programs as well as with voluntary community



efforts to improve civic attitudes. The comprehensive planning perspective can provide the goals, objectives, and the overall strategy for achieving these kinds of linkages.

## THE REDEVELOPMENT PROCESS

### I. STATE ENABLING LEGISLATION AND PURPOSE OF REDEVELOPMENT

The California Community Redevelopment Law (Part 1 of Division 24 of the California Health and Safety Code) passed in 1948, establishes the statutory requirement and procedures for the conduct of redevelopment in cities and counties. The general purpose of redevelopment is to improve the environment and create better urban living conditions through the removal of blight or blighting conditions. Further, a fundamental purpose of redevelopment is to expand the supply of low- and moderate-income housing, to expand employment opportunities for jobless, underemployed, and low-income persons, and to provide an environment for the social, economic and psychological growth and well-being of all citizens.

### II. CITY/AGENCY RELATIONSHIP

Authorized and organized under the provisions of the California Community Redevelopment Law, the Redevelopment Agency is an entity legally separate from but intrinsically tied to the City and County of San Francisco, existing solely for the purpose of performing certain functions exclusively for and by authorization of the City and County of San Francisco. The Agency was brought into existence by a resolution of the Board of Supervisors, which recognized the need for such an entity to carry out redevelopment activity in specific project areas under redevelopment plans officially approved by the Board of Supervisors, and which are determined by the Board to be in the interest of the City and County of San Francisco.

### III. CRITERIA FOR SELECTION/ESTABLISHMENT OF PROJECT AREAS

The criteria for selecting a redevelopment project area requires a finding of blight and/or conditions of blight existing within that project area, the redevelopment of which is necessary to effectuate the public purposes of the Health and Safety Code. Blight is characterized by the existence of physical, social and economic conditions which include extensive amounts of vacant or underutilized land; unimproved and substandard streets; parcels of irregular form and shape and inadequate size for proper usefulness and development; buildings or structures which are deteriorating, dilapidated, or of obsolete design; high unemployment; high crime rate areas; economic dislocation and deterioration resulting from inadequate public improvements, public facilities, open spaces, utilities, and the prevalence of depreciated property values, impaired investments, and social and economic maladjustment.

### IV. REDEVELOPMENT PLAN PROCESS

The following are the steps in the process leading to the adoption of a redevelopment plan:

### 1. Designation of Survey Area

Survey areas may be designated by resolution of the Board of Supervisors, or the Board may by resolution authorize the designation of survey areas by resolution of the Planning Commission or by resolution of the Agency.

Any person, group, association or corporation may, in writing, request the Board of Supervisors to designate a survey area or areas for project study purposes, and may submit with their request plans showing the proposed redevelopment of such areas or any part of parts thereof.

The resolution designating a survey area or areas shall contain (1) a finding that the area requires study to determine if a redevelopment project or projects within said area are feasible; and (2) a description of the boundaries of the area designated.

### 2. Selection of Project Area

The Planning Commission may select one or more project areas comprised of all or part of any survey area, on its own motion, at the request of the Agency, at the direction of the Board of Supervisors, or upon the written petition of the owners in fee of the majority in the area of a proposed project area, excluding publicly owned areas or areas dedicated to a public use.

### 3. Formulation of Preliminary Redevelopment Plan(s)

The Planning Commission shall formulate a preliminary plan for the redevelopment of each selected project area. The Agency and Planning Commission shall cooperate in the selection of project areas and in the preparation of the preliminary plan.

A preliminary plan need not be detailed and is sufficient if it:

- (1) Describes the boundaries of the project area.
- (2) Contains a general statement of the land uses, layout of principal streets, population densities and building intensities and standards proposed as the basis for the redevelopment of the project area.
- (3) Shows how the purposes of selecting the project area and formulating the preliminary plan would be attained by such redevelopment.
- (4) Describes, generally, the impact of the project upon residents thereof and upon the surrounding neighborhood.

The Planning Commission shall submit the Preliminary Plan for each proposed project area to the Agency.



After receipt of any preliminary redevelopment plan, the Agency shall transmit to the auditor, assessor, tax collector, controller, Board of Supervisors, taxing agencies, and the State Board of Equalization (1) a description of the boundaries of the proposed project area; (2) a statement that a plan for the redevelopment of the area is being prepared; and (3) a map indicating the boundaries of the project area.

When it transmits the map of the project area to the county officials, taxing agencies, and the State Board of Equalization, the Agency shall also advise those officials and agencies of the last equalized assessment roll it proposes to use for the allocation of taxes, and that this assessment roll shall be known and referred to as the base year assessment roll.

4. Preparation and Adoption of Redevelopment Plan(s) by the Redevelopment Agency

The Agency shall prepare or cause to be prepared, and approve, a redevelopment plan for each project area and for that purpose may hold hearings and conduct examinations, investigations, and other negotiations. The Agency shall consult with the Planning Commission and with the Project Area Committee, if applicable, in preparing a redevelopment plan.

Every redevelopment plan shall conform to the general plan or master plan insofar as the master plan applies to the project area.

Every redevelopment plan shall contain a legal description of the boundaries of the project area and shall be based upon the preliminary plan.

Every redevelopment plan shall provide information on:

- (1) The approximate amount of open space to be provided and the street layout.
- (2) Limitations on type, size, height, number and proposed use of buildings.
- (3) The approximate number of dwelling units.
- (4) The property to be devoted to public purposes and the nature of such purposes.

Before the redevelopment plan of each project area is submitted to the Board of Supervisors, it shall be submitted to the Planning Commission for its report and recommendation concerning the redevelopment plan and its conformity to the general (or master) plan of the City.

If there exists within the project area a project area committee, the redevelopment plan shall be submitted to such committee before it is submitted to the Board of Supervisors. The committee may, if it chooses, prepare a report and recommendation for submission to the Board of Supervisors.

Before the approval of a redevelopment plan by the Agency, the Agency shall conduct a public hearing on it.

The Agency shall publish notice of the hearing not less than once a week for four successive weeks prior to the hearing. The notice shall be published in a newspaper of general circulation, printed and published in the community. The notice of hearing shall include a legal description of the boundaries of the area designated in the proposed redevelopment plan and general statement of the scope and objectives of the plan. Copies of the notices shall be mailed to the last known assessee of each parcel of land in the area designated in the redevelopment plan, at his/her last known address as shown on the last equalized assessment roll of the City and County. Copies of the notices shall also be mailed to each of the taxing agencies which levies taxes upon any property in the project area designated in the proposed redevelopment plan. The notice shall be mailed by certified mail with return receipt requested.

Upon preparation and approval of a redevelopment plan, the Agency shall submit it to the Board of Supervisors.

#### Report on the Plan

Every redevelopment plan submitted by the Agency to the Board of Supervisors shall be accompanied by a report on the redevelopment plan containing all of the following:

- (1) The reasons for the selection of the project area.
- (2) A description of the physical, social, and economic conditions existing in the area.
- (3) The proposed method of financing the redevelopment of the project area.
- (4) A method or plan for the relocation of families and persons to be temporarily or permanently displaced from housing facilities in the project area.
- (5) An analysis of the preliminary plan.
- (6) The report and recommendation of the Planning Commission.
- (7) A summary of the minutes of the meetings of the Redevelopment Agency with the Project Area Committee.

- (8) A report by the Planning Commission regarding conformance to the master plan of property acquired for public purposes.
- (9) A report by the Redevelopment Agency on any significant impacts on the environment caused by the project intended to be carried out.

Certify the completion of the Environmental Impact Report.

- (10) The report of the county fiscal officer.
- (11) The report of the fiscal review committee.
- (12) A report on the neighborhood impact, which describes in detail the impact the project has upon the residents of the project area and the surrounding areas.
- (13) An analysis by the Redevelopment Agency of the report submitted by the county fiscal officer, which includes a summary of the consultation of the Agency, or attempts to consult by the Agency, with each of the taxing agencies.

5. Adoption of Redevelopment Plan(s) by the Board of Supervisors

The Board of Supervisors at a public hearing shall consider the redevelopment plan submitted by the Agency.

Notice of the public hearing shall be given by publication not less than once a week for four successive weeks in a newspaper of general circulation published in the county in which the land lies.

If no objections in writing have been delivered to the clerk of the Board of Supervisors prior to the public hearing, and no oral objections are presented during the public hearing, the Board of Supervisors may proceed to adopt the plan.

The Board of Supervisors by ordinance may adopt the redevelopment plan as the official redevelopment plan for the project area.

Upon filing of the ordinance adopting the redevelopment plan with the Clerk of the Board of Supervisors, a copy of the ordinance shall be sent to the Agency, and the Agency is vested with the responsibility for carrying out the plan.

After the adoption of the redevelopment plan by the Board of Supervisors, there shall be recorded with the county recorder of the county in which the project is situated a description of the land within the project area and a statement that proceedings for the redevelopment of the project area have been instituted.



V. OBLIGATIONS AND POWERS OF THE REDEVELOPMENT AGENCY TO IMPLEMENT THE REDEVELOPMENT PLAN

1. Owner Participation

The Agency shall permit owner participation in the redevelopment of property in the project area in conformity with the redevelopment plan adopted by the Board of Supervisors.

2. Project Area Committee

If the project will displace a substantial number of low- and moderate-income families, the Board of Supervisors shall call upon the residents and existing community organizations to form a project area committee.

If the project will not displace a substantial number of low- and moderate-income families, the Agency shall either call upon the residents and existing community organizations to form a project area committee or the Agency shall consult with, and obtain the advice of, residents and community organizations and provide them with the redevelopment plan prior to submitting it to the Board of Supervisors.

3. Relocation Assistance

The Agency shall prepare a feasible method or plan for relocation of all of the following:

- (a) Families and persons to be temporarily or permanently displaced from housing facilities in the project area.
- (b) Nonprofit local community institutions to be temporarily or permanently displaced from facilities actually used for institutional purposes in the project area.

4. Development Financing

The Agency may provide financing for the development of residential, commercial, recreational, industrial, institutional and public uses within the project area. Housing development financed from Agency sources shall have a percentage of the units available for low- and moderate-income persons and families. Commercial and industrial development shall have emphasis on the creation of jobs and strengthening of the City's economy.

5. Property Acquisition

For purposes of redevelopment, the Agency may:

- (a) Purchase, lease, obtain option upon, acquire by gift, grant, bequest, devise, or otherwise, any real or personal property, any interest in property, and any improvements on it.

(b) Acquire real property by eminent domain.

6. Property Management

For purposes of redevelopment, the Agency may:

- (a) Insure or provide for the insurance of any real property of the Agency against risks or hazards.
- (b) Rent, maintain, manage, operate, repair and clear such real property.

7. Demolition, Clearance, Project Improvements, Site Preparation

The Agency may clear or move buildings, structures, or other improvements from any real property acquired.

The Agency may undertake or finance streets, utilities, and other public improvements, public transportation improvements, and public facilities such as parks, schools, day care centers, cultural facilities, and community centers.

The Agency may develop as a building site any real property owned or acquired by it.

8. Property Disposition

For purposes of redevelopment, the Agency may sell, lease for a period not to exceed 99 years, exchange, subdivide, transfer, assign, pledge, encumber by mortgage, deed of trust, or otherwise, or otherwise dispose of any real or personal property or any interest in property.

9. Property Rehabilitation and Development

The Agency may rehabilitate, alter, modernize, and improve certain existing structures within the project area, in accordance with the redevelopment plan and all applicable Federal, State and local laws.

The Agency may develop or construct any building, facility, structure or other improvement within the project area, in accordance with the redevelopment plan and all applicable Federal, State and local laws.

VI. METHODS FOR PROJECT FINANCING

A. General

The Agency may finance the redevelopment of the project area with available assistance from the United States Government through its federal programs, from the State of California, from the City and County of San Francisco, or from other available funding sources.

The Agency may issue bonds, obtain advances, borrow funds, and create indebtedness in carrying out the redevelopment plan. The principal and interest of such advances, funds, and indebtedness may be repaid from any funds which may appropriately be available to the Agency.

Any other loans, grants, or financial assistance from the United States, or any other public or private sources will also be utilized, if available.

#### B. Tax Increment Financing

California Community Redevelopment Law, under the Health and Safety Code, provides that for the purposes of carrying out redevelopment activities, redevelopment agencies, established by municipal jurisdictions, can utilize the increases in property taxes generated in a redevelopment project area above that which is established in the year the project plan was adopted, to finance redevelopment activities. Such tax increase is called tax increment. Any use of tax increment financing must have the approval of, and are allocated by, the legislative body of the municipality, in the case of San Francisco, the Board of Supervisors.

Except for the use to provide for the development of low- and moderate-income housing, which can be developed anywhere in the city, tax increment financing can be utilized only to pay for indebtedness generated within the project area as approved by the legislative body.

Tax increment financing is generally used in one of two ways or in combination; 1) on a pay as you go basis, in which the annual tax increment generated in the project area is allocated for the payment of indebtedness created, and 2) through issuance of tax increment bonds based on the amount of annual increment generated over time in the project area. The choice of method depends upon the magnitude and the timing of financing need to carry out the project activities. Use of tax increment bonds can yield a larger amount of initial capital, generally about 8-10 times the amount of annual tax increment generated depending on the interest costs related to the sale of bonds. Therefore, if a project area generates \$3 million annually in tax increment, bonds could be sold in the magnitude of \$24-30 million. The amount of tax increment generated in the project area is pledged to pay off the bonds, generally over a 20-25 year period. To the degree that the project area generates additional tax increment than is required to retire the bond, that amount of tax increment can be used either on a pay as you go basis to pay for project activities or for issuing additional tax increment bonds.

California Community Redevelopment Law also requires that a minimum of 20% of the tax increment allocated for redevelopment project activities be set aside in a low/moderate-income housing fund for the development or improvement of such housing.



The State Law also provides for the merger of redevelopment projects within a municipal jurisdiction, if such mergers are desirable as a matter of public policy in order to provide substantial benefit to the public and contribute to the revitalization of blighted areas through increased economic vitality of such areas and increased and improved housing opportunities in or near such areas.

Through the merger of redevelopment projects, tax increments generated in any portion of the merged area can be used to pay for indebtedness incurred through redevelopment activity, anywhere in the merged project area. This can enable a city to utilize tax increments being generated in a project area with excess tax increments in another redevelopment project area with insufficient tax increments to finance project activities.

## MAYOR'S OFFICE OF HOUSING & ECONOMIC DEVELOPMENT

### PURPOSE

Four years ago Mayor Feinstein combined the City's housing and economic development functions into a single office -- the Mayor's Office of Housing and Economic Development (MOHED). The intent was to create a public sector "bank" with a broad and clear mandate: to devise and administer programs that preserve and produce housing that is affordable to low, moderate and middle-income San Franciscans; and to retain and attract job opportunities by providing below market-rate financing assistance for small businesses. Public funds used in these areas are designed to encourage and leverage private financing. For example, during the past year the City provided \$663,000 in loans to 21 small businesses, leveraging \$4.5 million in private/bank loans, to finance projects ranging from new construction and purchase of owner-occupied facilities to equipment and leasehold financing and disaster assistance for victims of the fire. In addition to providing low-cost financing, MOHED staff will also walk a developer or a small business person through the local permit processes.

### Economic Development Programs

The following Economic Development programs are available through MOHED to help businesses succeed in San Francisco:

- The Small Business Loan Fund: Offers long-term expansion capital to small businesses that create new jobs. The Fund provides loans at low, fixed rates to leverage private investment or commercial loans for equipment, leasehold improvement, relocation expenses and working capital.
- Small Business Administration Loan: Provide financing and loan guarantees for owner-occupied commercial real estate, equipment, leasehold, and working capital. City "injection" loans, at below market rates, finance parts of the project to conserve business working capital and create jobs.
- Industrial Development Bonds: Tax-exempt revenue bonds are issued for up to \$10 million, at favorable rate and terms, for industrial or commercial development. Bond rating is based on the developer's credit. The project must demonstrate significant public benefits, including job retention and creation.
- Urban Development Action Grants: Through a nationally competitive program, cities are awarded federal funds to fill financing gaps for qualifying development projects. Grant awards are determined on the basis of the project's job impact, private leverage, feasibility, tax and other community benefits. The City then lends these funds to developers for land or building acquisition, construction, machinery, equipment, improvements, and other associated costs. Rates and terms are arranged

according to the financing needs of the project and the applicant's ability to pay.

- Employment Linkage: Addresses the employment needs of businesses and San Francisco residents by linking employers with the Private Industry Council (PIC), the City's job training and referral system. Employers can be reimbursed for training costs and may receive tax credits.
- Neighborhood Economic Development Organizations (NEDOs): Provides loan packaging, management assistance, procurement and other services to help small businesses stabilize and expand.

## BUSINESS ATTRACTION AND RETENTION PROGRAMS

The Mayor's Office has initiated an ambitious program to retain and attract business activity in the City. The following are the main components of this program:

- Blue Ribbon Business Committee: This 45-member committee, appointed by Mayor Feinstein last December, has been meeting monthly to generate concrete measures to improve the business climate in San Francisco. The intention is to form a permanent public-private partnership.
- Nonprofit Economic Development Corporation: This public/private corporation will serve as the City's principal vehicle for business promotion. Its objective is to attract new enterprises to San Francisco, and promote a business climate, that fosters the growth of companies already located here.

The Ambassador Program brings together some 28 companies which have agreed to the following services: host committees, technical information and assistance, trade missions, business opportunities, identification and referrals.

- S.F. Film Council: This is a 15-member council chaired by the Director of the Visitors and Convention Bureau. It has been established to encourage development of the film and video industry in San Francisco.
- C.E.O. Contact Program and Early Warning System: This system includes face-to-face meetings by the Director of the Mayor's Office of Housing and Economic Development, the Planning Director, and the Chief Administrative Officer and Business officials with C.E.O.s. It establishes ongoing communications and solicits information on business problems and expansion needs so that the City has sufficient lead time to affect locational decisions in a positive manner.
- Real Estate Industry Task Force: This is a 13-member group recently appointed by the Mayor from members of the San Francisco Board of Realtors to implement the Early Warning System and assist the Mayor's Office staff in site identification for new or expanding businesses.



- Neighborhood/Business Liaison Program: This program seeks to bring Blue Ribbon Committee members and leaders of neighborhood organizations together through a series of meetings to discuss the City's economic future and to bridge the gap that seems to exist between business and the neighborhoods.
- 5 Year Business and Payroll Tax Exemption: Legislation is currently under consideration at the Board of Supervisors to provide a 5 year exemption from payroll and business tax for new businesses locating in San Francisco and for new jobs created through the expansion of existing businesses.
- Mayor's Office of Housing and Economic Development Business Development Center: MOHED has added 4 new positions to its professional staff of 8 to provide a full range of economic development services, including: marketing strategy and materials development, site selection assistance, economic research and information services, permit and regulatory assistance, small business information, financing assistance and Pacific Rim business opportunities programs.
- Investment Attraction Program: The Mayor's Office, with the assistance of the Chamber of Commerce, has produced the City's first brochure and audio-visual film promoting San Francisco for business and investment opportunities.

The Mayor led a delegation to Japan in June 1987 for a week of meetings and seminars targeted at medium-sized growth companies in consumer electronics, apparel, food processing, pharmaceuticals, and high tech R&D.

The City and Prefecture of Osaka will open liaison offices in San Francisco next year.

- San Francisco Marketing Campaign: Along with the backing of the Blue-Ribbon Business Committee; the Mayor's Office, the Chamber of Commerce and a group of local advertising agencies led by J. Walter Thompson are developing a targeted marketing program to enhance the City's ability to assist established local businesses and to also attract firms considering expansion or relocation to San Francisco. This campaign will also seek to improve San Francisco's image as a place to do business. The program is scheduled to be fully implemented by early 1987.
- Directories of Business Assistance: The City and its Small Business Advisory Commission is preparing a "nuts-and-bolts" guide for starting a small business in San Francisco. MOHED is preparing a guide providing basic information on the who, what, where and hows for businesses seeking to expand or locate to San Francisco.

#### MOHED PROGRAMS IN SOUTH BAYSHORE

The current status of MOHED programs in South Bayshore:

- Hunters Point Shipyard: MOHED has been meeting with representatives of small businesses numbering 197. These businesses are scheduled to be displaced by the U.S. Navy after their leases expire. Four businesses

have applied for financial assistance. A survey of the businesses has been initiated.

Two businesses have been assisted: Pet Express (pet boarding kennel) has received approval for a \$35,000 loan from the City for constructing a new expanded \$460,000 facility valued at \$460,000 on a Cal-Trans site. The firm employs 11 persons and will hire 5 - 6 more after relocation. The other business assisted is Classical Constructs (custom cabinet designer and manufacturer) received a loan of \$10,000 for relocation to the Bayview area (13758 Van Dyke Avenue). This firm is 5 years old, as a part of the relocation, it will create 3 jobs and retain 3 jobs.

- Bayview Square: MOHED has provided a variety of financing and technical assistance for development of this neighborhood shopping/office complex at Third and Evans Streets, the first major commercial development in the Bayview/Hunters Point community. MOHED has set aside a total sum of \$100,000 just to assist development of businesses in Bayview Square.
- East India Basin Industrial Park (Ferrari): MOHED has provided permit and technical assistance to the owner of a 23-acre parcel near Naval Shipyard, which will be developed as an industrial park.

Bayview Small Business Disaster Assistance Loans (Closed/Disbursed)

<u>Firm</u>	<u>Type of Loan</u>	<u>Amount</u>	<u>Purpose of Loan</u>
1. A&E Woodworks	City Interim Disaster Loan	\$25,000	Replace tools lost in fire.
2. Larry Borsian	"	\$10,000	New equipment
3. Daniel G. Krucker Co.	"	\$32,000	Replace tools and leaseholds at new site.
4. Luther Greulich	"	\$25,000	Replace tools and leasehold at new site.
5. Hagg's Woodworks	"	\$25,000	Replace tools
6. Cynthia Huntington Fine Woodworking	"	\$ 8,000	Working capital
7. Richwood Designs	"	\$15,000	Working capital

Currently two Bayview firms, a carpentry firm and Black minority contractor, have preliminary loan approval pending financial analysis, through the Urban Economic Development Corporation. The loans will total \$55,000 and

help to retain 7 jobs.

A black small business (wholesale meats) in the Bayview has received approval of a bank loan for \$250,000, that will help to create 8 new jobs.

Urban Economic Development Corporation (UEDC), a Neighborhood Economic Development Organization (NEDO), have specifically earmarked the South Bayshore area as a priority area within its citywide jurisdiction. UEDC will market its program in the South Bayshore area through mailings, brochures, and presentations before merchant associations and community organizations and high visibility in the area.

The Mayor's Office of Community Development requires the NEDOs to submit proposals in July of each year for subsequent funding. MOHED then reviews for accuracy of proposal and reviews and makes recommendations to OCD and their Citizen's Committee.

OCD staff reviews and submits proposal to OCD Citizen's Committee who make recommendations to OCD. Then it is submitted to the Mayor and subsequently to the Board of Supervisors for final decision.

All of the NEDOs indicate geographical area but can service clients citywide.

The Economic Development operations of MOHED is funded by General Fund (Ad Valorem).

The NEDOs contracts are funded by CDBG funds.

Industrial Development Authority accounts receive loan repayments. This fund can only be used for making future loans.



## B. SUPPLEMENTARY HOUSING TABLES

### Hunters Point San Francisco Redevelopment Projects (January 1987)

DEVELOPMENT	Type of Project	Year Completed	Number of Bed.			Total Units
			0-1	2,	3+	
<u>LOW- TO MODERATE-INCOME HOUSING COMPLETED</u>						
JACKIE ROBINSON APARTMENTS 1340 Hudson Street	Non Profit Sec. 8 Rental		36	38	56	130
RIDGEVIEW TERRACE 140 Cashmere Street	Non Profit Sec. 8 Rental		48	28	25	101
UNITY HOMES 220 Cashmere Street	Non Profit Coops		36	28	30	94
BAYVIEW-HUNTERS POINT APTS. 5 Commer Court	Non Profit Sec. 8 Elderly		35	46	65	140
ALL HALLOWS GARDENS 1367 Ingalls Street	Non Profit Sec. 8 Rental		42	46	69	157
LA SALLE APARTMENTS 1210 Oakdale Avenue	Non Profit Sec. 8 Rental		34	64	47	145
SHOREVIEW APARTMENTS 1200 Oakdale Avenue	Non Profit Sec. 8 Rental		27	90	39	156
NORTHRIDGE COOPERATIVE HMS. 1535 Newcomb Avenue	Non Profit Sec. 8 Coops	1983	59	120	122	301
SUBTOTAL - LOW- TO MODERATE-INCOME HOUSING COMPLETED			323	460	453	1,230
<u>MARKET-RATE HOUSING COMPLETED</u>						
NW QUADRANT OF PROJECT	Single Fam.	1983			22	22
HUNTERS POINT HILLTOP	Single Fam.	1983			2	2
1427 & 1461 INNES AVENUE	Single Fam.	1984			2	2
LA SALLE HEIGHTS I 11 Jakey Court	Single Fam.	1985			67	67
LA SALLE HEIGHTS II Whitney Young Circle	Single Fam.	1985			23	23
PARKSIDE TERRACE Whitney Young/Newcomb	Single Fam.	1986			19	19
NW QUADRANT OF PROJECT Hudson Avenue	Single Fam.	1986			9	9
SUBTOTAL - MARKET RATE HOUSING COMPLETED					144	144

Hunters Point San Francisco Redevelopment Projects  
(January 1987)

DEVELOPMENT	TYPE OF PROJECT	TOTAL UNITS
HUNTERS POINT HILLTOP (S-4)	Market Rate	14
PARCEL AA-2	Market Rate	50
HUDSON HEIGHTS (DO-2)	Market Rate	33
PARCEL F-2	Market Rate	1
BAY VISTA (X)	Market Rate	12
INNES AVENUE HOMES (Y/Z)	Market Rate	20
MENDELL HOMES (2)	Market Rate	10
SW QUADRANT OF PROJECT (S-6)	Market Rate	30
MORGAN HEIGHTS	Non Profit	63
SUBTOTAL-Scheduled		233
GRAND TOTAL		1,617

San Francisco Housing Authority Developments

Developments	Year Completed	Number of Bedrooms			Total Units	Year Rehabilitated
		1	2	3+		
1) Westbrook Apartments Innes, Kiska	1956	4	60	161	225	1980
2) Hunters View Innes, Evans	1956	4	75	188	167	1982
3) Hunters Point A Griffith, Navy Rd.	1953		20	10	30	1974
Early, Kiska	1953	13	58	32	103	1982
Oakdale, Griffith	1953	4	44	32	80	1983
5) Hunters Point B Aspen West (Non Profit-Operated)		(NA)			80	1982
6) Alice Griffith Griffith, Gilman	1962	8	128	118	254	--
Total Units					939	

Residential Hotels on Third Street

Address	Resident Units	Vacant Units
2342 3rd Street	18	2
2606 3rd Street	10	
3900 3rd Street	19	4
4102 3rd Street	8	1
4544 3rd Street	17	2
6600 3rd Street	43	5
Total Units	115	14





MEMORANDUM

February 24, 1987

TO: New Bayview Committee and  
Mayor's Third Street Task force

FROM: Department of City Planning, Mayor's Office  
of Housing and Economic Development, and  
the Redevelopment Agency

SUBJECT: Revision of the Bayshore Plan, possible revision of M-1, M-2 Zoning  
and preparation of a Development Program for Bayview Area

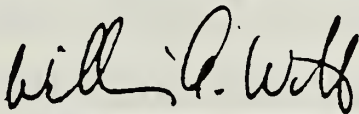
For several months staff persons from the above mentioned departments have worked together to determine an appropriate course of action which addresses potential revitalization efforts in the Bayview Area. The departments recommended to the Mayor that the City, in conjunction with the New Bayview Committee, prepare a Development Program for the Area and that, as a part of that effort, the Bayshore Plan (which was adopted in 1971 as part of the City's Master Plan) and the M-1, M-2 zoning controls (which were adopted in 1960) be reviewed and updated. The Mayor has agreed to move forward with the program and has asked staff to communicate this to the New Bayview Committee and Third Street Task Force. Attached is a paper which describes the proposed effort.

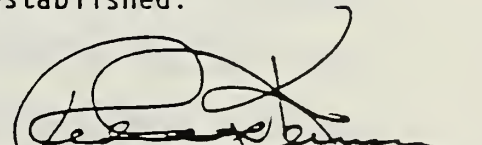
We anticipate that the revised Area Plan, revised zoning controls and a Development Program can be prepared within a 12-15 month period. Each department will contribute staff and time to the effort according to a work program yet to be determined. It is anticipated that some consulting services will be required in the areas of real estate, economic and market potentials and traffic and transportation matters. Funding for such efforts will be from reallocated CDBG funds originally identified for use in the Hunters Point Redevelopment Project Area.

We believe that the revised area Plan, zoning controls and Development Program will provide the City and the community with a realistic strategy for a significant revitalization program for the Bayview Area.

We would like to meet soon with the New Bayview Committee and the Mayor's Third Street Task Force to discuss the proposed program effort and determine how best to secure ongoing community input. We shall contact your groups soon to set up such a session. In the meantime, it may be appropriate for the two groups to consider how such a relationship should be established.

  
City Planning Department

  
MOHED

  
Redevelopment Agency

Attachment

cc: Mayor Dianne Feinstein

April 14, 1987

## SOUTH BAYSHORE STUDY

### WORK PROGRAM

#### Purpose

In response to concerns expressed by the South Bayshore community, particularly the New Bayview Committee and the Third Street Task Force, the City has agreed to move forward with a planning program that addresses conservation and potential revitalization of the South Bayshore area. The City proposes to prepare a major revision of the comprehensive area plan for South Bayshore. It will look at issues related to transportation, residence, commerce, industry, urban design, community facilities, and public health and safety, and how these issues can be addressed in an interrelated manner to benefit the total South Bayshore community and the city as whole. The plan may also propose amendments to Master Plan policies and the zoning code if such amendments are found to be necessary for guiding conservation and future development of the area. This work program describes the phases, tasks, and schedule this comprehensive area planning effort. Participation by the Department of City Planning, the Redevelopment Agency, and the Office of Housing and Economic Development would occur through each phase of the study. Staff from each of these departments would meet weekly to review progress on individual assignments and the overall work program.



## Background

South Bayshore is bounded by Islais Creek on the north, James Lick Freeway on the west, the San Francisco - San Mateo County line on the south, and the bayshore line on the east. It has long established residential, commercial, and industrial areas as well as a large portion of the vacant land that remains in San Francisco. In addition, it provides the sites for Candlestick Park, the city's major sport stadium, and Candlestick Point, a state recreational area.

The last comprehensive area plan for South Bayshore was prepared by the Department of City Planning in 1969 and adopted by the City Planning Commission on February 19, 1970. Since that time the plan has been amended on two occasions - August 12, 1976 and October 17, 1985-primarily to permit and facilitate development of San Francisco Executive Park, a mixed office/retail/housing development project in the Candlestick Cove area of South Bayshore. In addition to Executive Park, other recent and current revitalization efforts include: Hunters Point Ridge, a residential redevelopment project; and India Basin and the Bayview Industrial Triangle, two industrial redevelopment projects. Also, there are several proposed projects within or nearby South Bayshore that could have significant impact on its future development. These include: Mission Bay, a multi-use community proposed for a 330 acre site approximately 1 mile north of South Bayshore; potential expansion of port facilities at the North and South Terminals near Islais Creek; and homeporting of the U.S.S. Missouri at the Hunters Point Shipyard which could provide a net increase in civilian employment of close to 2,500 jobs and development of over 1,500 housing units.

## Organization of Study

The proposed South Bayshore study would be organized around three general work tasks: research and analysis; plan development; and citizen participation. The first two tasks would be successive phases; the last one would be ongoing. The first phase would involve updating and analyzing a variety of data on South Bayshore and result in the preparation of discussion papers that deal with various issues affecting the future of the area. The second phase would involve preparation of the revised area plan for South Bayshore, including development and evaluation of goals, policies, and implementation strategies. Goal and policy formation would include consideration of possible revisions to Master Plan goals and policies affecting the South Bayshore area. Alternative implementation strategies to be reviewed include: possible revisions to the zoning code; potential redevelopment activities; and potential business service and housing development programs. Based on input from the community, a preferred alternative for the implementation strategy would be selected. The environmental document necessary for evaluating the preferred alternative would be determined at this point. The work program would end with the publication of the plan for formal public review and adoption, and if applicable, amendment of the Planning Code and/or adoption of redevelopment plans.

The City would work closely with community representatives and all affected parties through each phase of the study. The New Bayview Committee would serve as the City's primary point of contact for initiating and

facilitating citizen input. Because of the comprehensive scope of the study, it is essential that the citizen participation mechanism include representation from the residential, commercial, and industrial areas of South Bayshore. Also, it is desirable that community participation be structured to provide input on each of the elements to be addressed in the study: Transportation, Residential (Housing), Community Facilities, Public Health and Safety, Commerce, Industry, and Urban Design. Committees dealing with each of these elements could then feed into a general body that reviews and provides input on the overall findings, goals, policies, and program strategies to be developed and recommended in the study.



Below is a list and schedule of the specific tasks that comprise each of the three general work tasks for the South Bayshore Study.

<u>TASKS</u>	<u>TIME FRAME</u>
<u>1.0 RESEARCH &amp; ANALYSIS</u>	<u>April 1, 1987 - January 31, 1988</u>
1.1 Update & computerize data on land use & demographic characteristics.	April 1, 1987 - July 31, 1987
1.2 Carry out economic overview study	August 1, 1987 - October 31, 1987
1.3 Research & develop findings on each element of study: Transportation, Residence, Recreation, Commerce, In- dustry, etc.	July 1, 1987 - November 15, 1987
1.4 Prepare papers on salient issues affecting future development, e.g. revitalizing commercial and industrial areas; balancing neighborhood conservation & housing growth; etc.	October 1, 1987 - January 31, 1988

## 2.0 PLAN DEVELOPMENT

November 5, 1988 - Aug. 1, 1988

2.1 Use issue papers to develop  
initial draft of revised area plan,  
with focus on overall goals &  
policies

November 5, 1987 - Feb. 1, 1988

2.2 Identify and analyze  
potential implementation  
strategies and programs.

Nov. 5, 1987 - April 1, 1988

2.3 Finalize and publish revised area  
plan and implementation program  
for public review & adoption.

May 1, 1988 - August 1, 1988

2.4 Prepare environmental document.

Nov. 15, 1987 - Aug. 1, 1988

## 3.0 CITIZEN PARTICIPATION

May 1, 1987 - August 1, 1988

3.1 Maintain monthly liason

May 1, 1987 - August 1, 1988

3.2 Hold general session  
on findings.

November 1987

3.3 Hold general session  
on draft area plan: overall  
objective & policies.

February 1988

3.4 Hold general session  
on potential implementation  
strategies and programs.

April 1988

PLB142:r1

# SUMMARY OF SCHEDULE

1987 | 1988

TASK	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug
RESEARCH & ANALYSIS	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx
Collect data	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx
Conduct economic overview study						xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx
Research & develop findings						xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx
Prepare issue papers							xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx
PLAN DEVELOPMENT								xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx
Goal/policy formation								xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx
Develop program strategies								xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx
Publish plan																xxxx	xxxx
Prepare environmental documents								xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx
CITIZEN PARTICI- PARTION	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx
Maintain monthly liason	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx	xxxx
Meet on findings								xxx	xxx	xxx	xxx	xxx	xxx	xxx	xxx	xxx	xxx
Meet on goals/policies												xxx	xxx	xxx	xxx	xxx	xxx
Meet on implementation															xxx	xxx	xxx

PLB142:r1



## **SOUTH BAYSHORE LAND USE INVENTORY**

Preparation of the Issues Report involved a major land use inventory of South Bayshore. The inventory provides basic lot and building information on over 1500 non-residential parcels in the district. Data was collected in the field during the months of June and July 1987. Scott Dowdee and Lilia Medina, of the Department of City Planning, were instrumental in designing the forms for collecting the field data.

A special computer program was needed to organize and facilitate tabulation of the field data. Peter Groat, Systems Analyst of the Department of City Planning, was responsible for design, development, and management of the program. Given the uneven and complex physical characteristics of industrial use in South Bayshore, this program was especially valuable in providing a coherent format for organizing and clarifying quantitative data on these uses. This format provides a basis for simplifying future inventories to update current land use data on South Bayshore.



## CREDITS

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